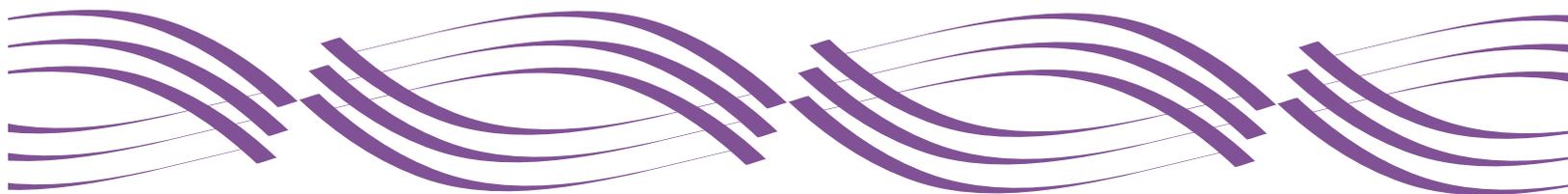


# Statistics Commission



Report No. 29

PSA Targets:  
The Devil in the Detail

Statistics Commission

Report No. 29

PSA Targets:  
The Devil in the Detail

**Report by the Statistics Commission**

March 2006

Statistics Commission  
Artillery House  
11-19 Artillery Row  
London SW1P 1RT  
020 7273 8008  
[www.statscom.org.uk](http://www.statscom.org.uk)

© Crown Copyright 2006

# Contents

	Page
Chairman's foreword	v
Executive summary	vii
Chapter 1: Introduction	1
Chapter 2: External perspectives	4
National Audit Office	
Public Administration Select Committee	
Royal Statistical Society	
Social Market Foundation	
Audit Commission	
Chapter 3: Analysis of the targets	11
Chapter 4: Findings and recommendations	26
Annexes	31
Annex A: Summary comments on individual targets	33
Annex B: Analysis of eight aspects of individual targets	49
Annex C: The targets in detail	61
Annex D: Acronyms and abbreviations	218



# Foreword

## By the Chairman of the Statistics Commission

This report by the Statistics Commission was initially issued in draft form as a consultation document in October 2005. That initial draft prompted a number of detailed comments and observations, many from government departments. We have worked through these systematically, taking on board valid observations whilst maintaining our independent perspective. We are now publishing the report in final form and are very grateful to all those who took the trouble to write to us in the course of its development.

As the report itself makes clear, the Statistics Commission is not seeking to comment on the desirability or effectiveness of setting targets for government departments and public services. That is a matter for others. Our concern is with the statistical robustness of the targets that *have* been set.

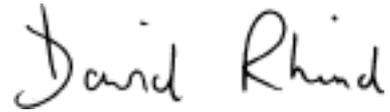
“The odds of hitting your target go up dramatically when you aim at it.” That old adage has some resonance here. In our terms, ‘aiming at the target’ means having a transparent and objective way to measure how far you are away from the target to start with and then to measure the progress being made towards it – which is what we mean by statistical robustness.

Robustness is more than just a desirable feature. The availability, credibility and validity of data indicating progress against targets is fundamental to trust in the value and integrity of the target setting process itself. We all acknowledge the valid aspirations encapsulated by policy targets but we also know that, when it comes to monitoring them, the devil really does lie in the detail. It is possible, for example, that a target could mislead by having detailed measures which have only a tenuous link to the real goals.

Given the number of top-level targets, and the range of subjects covered by them, we decided that we could only approach the statistical issues ‘bottom up’ by reviewing each target individually. Much of this report is taken up with – often quite detailed – comments on these individual targets. This work has however highlighted a number of more generic issues and enabled us to make some broad recommendations.

The more general findings and recommendations are set out in Chapter 4. One of these recommendations is particularly topical in view of the Chancellor’s announcement in November 2005 of the Government’s plans to introduce legislation to help build trust in official statistics. Recommendation (iv) is that more consideration should be given to the adequacy of the statistical infrastructure to support the future

evolution of statistical targets. We argue that what is needed is a robust *cross-government* planning system for official statistics that can pick up the future data requirements at the earliest possible stage. That is a goal, a target perhaps, that the Statistics Commission would be happy to see government set for itself as it develops plans for the future of the statistical service.

A handwritten signature in black ink that reads "David Rhind". The script is cursive and fluid, with the first letters of "David" and "Rhind" being capitalized and prominent.

David Rhind, Chairman

# Executive Summary

The targets set by, and for, government departments are important to those expected to deliver them, to clients of public services likely to be affected by them and for those judging whether the administration of the day is delivering on its commitments.

The Spending Review process has been accompanied by the creation of Public Service Agreement (PSA) targets for government departments. Over 100 top-level targets are associated with the allocation of resources from the 2004 Spending Review. The National Audit Office, the Public Administration Select Committee, the Social Market Foundation and the Royal Statistical Society have all produced reports which comment on aspects of the PSA targets and the processes involved in setting them and monitoring achievements.

The Statistics Commission has no locus in whether such targets are the best way to achieve particular ends of government policy. Our concern is rather to assess whether the statistical evidence to support PSAs is adequate for that purpose. Hence our approach differs from other reviews which have examined the value of targets *per se*. Nevertheless, we summarise, and have taken into account, what these other bodies have said where this is relevant.

Given the number of PSA targets and the vast range of areas covered by them, the question of whether the statistical underpinnings are adequate can only be answered by reviewing every target. This we have done. The results have highlighted a number of generic issues. From all this, we have drawn some lessons and made some high-level recommendations.

## The recommendations:

- i. In the Annexes, we summarise our findings for individual targets, and identify what we see as the key issues arising for each target. **We recommend that Government departments responsible for individual PSA targets should consider and address the issues we have identified for their targets.**
- ii. Bearing in mind the report from the Royal Statistical Society and related comments by others, we recommend that **the ‘Technical Notes’ should be developed into more comprehensive Target Protocols.** These would include the existing material in Technical Notes on target specification and measurement, and on data sources, availability and timeliness. But they would also cover broader issues including the rationale for the target, and indication of data quality, historical data for key measures, and details of how performance will be evaluated. A number of the 2004 Technical Notes already provide a good deal of this contextual information, but many do not.

- iii. The high-level PSA targets are intended to measure the desired outcomes from government policies, in particular spending policies. Monitoring performance against these targets should feed back into future policy decisions and into managerial decisions. We recommend that **a brief record be kept by departments of the more substantive decisions** (on policy, resources, structures, management) that have been influenced by the monitoring of each quantified PSA target.
- iv. In view of the importance of PSA targets, we recommend that **more consideration should be given to the adequacy of the statistical infrastructure** to support their future evolution. What is needed is **a robust cross-government planning system for official statistics** that can pick up the future data requirements (to support the setting of targets) at the earliest possible stage and feed those effectively into the allocation of departmental resources.
- v. To echo the conclusions of the National Audit Office (see Chapter 2) we recommend that **government departments should pay more attention to data quality issues**. As NAO states, the allocation of clear responsibility for data quality and active management oversight of data systems would reinforce the importance of data quality.

### Some supporting findings

- **Types of measure** – targets should ideally be measurable, achievable and realistic. The majority of PSA targets are specified as statistical targets and are capable of precise measurement. Among these measurable, quantitative targets, a few look to be more aspirational than clearly attainable. A number are qualitative in nature and the evaluation of performance against them will involve an element of judgement. However, we accept the reasons for the adoption of qualitative targets in policy areas (eg defence, foreign policy) where outcomes can be difficult to measure in quantitative terms.
- **Clarity of target specification** – whilst we generally find the specifications in the Technical Notes adequate, there are some cases in which valid technical points are not explained.
- **Complexity of targets** – complexity is often justified by the underlying complexity of what the target is seeking to measure but it can become a serious obstacle to understanding.
- **Sources of data for quantitative targets** – we believe that the data used to monitor targets should be collected, managed and published in line with the National Statistics Code of Practice wherever this is practicable. We recognise that there will be some cases where this is not applicable, for example where

targets are measured by qualitative indicators. However, where targets are based on internal departmental management information, there should be regular and formal publication and quality assurance of the data.

- **Sources of qualitative information** – the transparency and independence of the qualitative assessment of performance needs to be established in all cases. Evidence to be used in the assessment should be clearly specified in the Technical Note. Where the assessment is not independent of the department, that assessment should at least be externally validated.
- **Timeliness of data on target measures** – we regard long time-lags between the end of the target period and the data becoming available as a serious weakness but recognise that it may be unavoidable. PSA targets that relate to a period finishing after the end of the Spending Review period (currently 2008) should be supported by an ‘interim target’ for the end of the period.
- **Availability of data for assessment of targets** – for a number of targets, outturn data are only available to the public when performance against the target is reported formally. We would like to see the relevant statistical data published independently of outturn against the target.
- **Frequency of data** – more frequent data, assuming they are of adequate quality, enable more sensitive monitoring of progress against targets. Too often targets are based on data that are only available occasionally and in a few cases they have been set without any relevant data being available. Government departments need to exercise considerable foresight in relation to their own data needs – a point taken up in the broader recommendations above.



# Chapter 1: Introduction

***The Statistics Commission is concerned primarily with the statistical robustness of the current set of top-level targets, and with any implications for the future collection and management of official statistics.***

1. The targets set by, and for, government departments are of obvious importance – to those expected to deliver them, to those whose experience as clients of public services is likely to be affected by them, and to those whose primary concern is whether the administration of the day is delivering on its commitments. By the same token, the availability, credibility and validity of data indicating progress against these targets is fundamental to trust in the integrity of the target setting process.
2. So much has been written in recent years about the development and use of high-level targets in government that it seems neither necessary nor wise to attempt a fresh introduction to the Spending Review process, the role of Public Service Agreements (PSAs), the rationale for such targets or the evolution of the current system.
3. Nevertheless, many of the observations made by others bear repetition and emphasis, not least to recognise their enduring relevance. This report therefore summarises a number of important contributions, partly to establish the context for our own observations. But our main focus is more specific, and perhaps more technical, than that of most commentators. The Statistics Commission is concerned primarily with the statistical robustness of the current set of top-level targets, and with any implications for the future collection and management of official statistics.
4. With that brief in mind, this report looks closely at each of the current PSA targets set in the 2004 Spending Review. It draws specific conclusions about individual targets and a small number of broader conclusions about the PSA target system as a whole and about the implications for official statistics. These broader conclusions owe much to the work of others – see Chapter 2 – but are also consistent with our more detailed analysis.

### **Box 1: How many PSA targets?**

The annexes to this report identify a total of 102 separate PSA targets that were set in the 2004 Spending Review, and give each target a specific number. These numbers have been allocated as part of the process of compiling this report – they are not used in the Treasury's *White Paper Public Service Agreements 2005-2008* (July 2004), where the targets are set out.

There is some ambiguity about the exact number of these targets. The White Paper refers to the Spending Review setting 110 targets, a slightly larger number than the 102 listed in this report. The PSA White Paper itself actually lists 133 targets, grouped under 18 departments plus two cross-departmental programmes ('Criminal Justice System', 'Action Against Illegal Drugs').

However, a number of departments' individual targets are joint targets, for which more than one department has responsibility (eg DfES target no 1, which relates to the Sure Start programme, is also DWP target no 2). Where two or more departments have identical PSA targets, and the target is acknowledged in the White Paper to be a joint one, this report counts that target only once. This reduces the number of separate targets to 109 – close to the Treasury's figure of 110 targets.

Nevertheless this total of 109 (or 110) targets still includes some double counting, reflecting the fact that departments may share joint delivery responsibility for sub-targets, rather than for complete PSA targets. In some cases, what is a complete PSA target for one department is only one element of a target for its partner department. Where one department's PSA target is completely subsumed within a PSA target of another department, we opt not to count the subsumed target as a separate target. There are seven such cases, so this reduces the total number of targets to 102, the number identified in this report.

This does not remove all double counting of targets. Where two departments share a joint sub-target, but then, when specifying the full PSA target, each combine this joint sub-target with other sub-targets that are not shared, we count two separate targets.

5. The PSA White Paper published alongside the 2004 Spending Review set more than 100 separate targets relating to the period 2005-08. The exact number depends on the way that targets shared by more than one department are treated (see Box 1: *How many PSA targets?*). Whatever way they are counted, the total is substantially fewer than those set in earlier spending reviews. But many of the current targets are 'compound' in nature – that is they consist of two or more distinct sub-targets – so in practice the total number of identifiable top-level targets is rather higher than it first appears. There are no PSA targets, as such, for the devolved administrations which have their own target structures.

6. A full list of the current PSA targets – 102 following the counting conventions we have adopted for shared targets – is given in **Annex A**, which also sets out a summary assessment of each target.
7. **Annex B** presents a table of the targets in relation to eight distinct aspects – defined in Chapter 3. **Annex C** goes into detail for each target in turn and includes comments where appropriate on the data used to measure performance and its availability. **Annex D** provides a list of acronyms and abbreviations used in the report.
8. A frequently-voiced criticism of the targets associated with previous spending reviews was that many had been defined without sufficient consideration of the Government's ability to measure performance against them. This criticism cannot however be levelled against the generality of the SR2004 targets. The Treasury now insists on publication by each department of a Technical Note setting out a full specification, including start and end dates, for each PSA target for which a department has sole or joint responsibility, together with a clear indication of how performance against that target will be measured. The current Technical Notes can be accessed at: [www.hm-treasury.gov.uk/spending\\_review/spend\\_sr04/psa/spend\\_sr04\\_psaindex.cfm](http://www.hm-treasury.gov.uk/spending_review/spend_sr04/psa/spend_sr04_psaindex.cfm).
9. The Statistics Commission is not generally in a position to comment on the 'fitness for purpose' of individual targets – that is to say the extent to which the indicators underlying the target reflect, and will help to shape, the intended outcomes. So for example one target reads "by 2008, school absence is reduced by 8 per cent, compared with 2003". The desired educational outcome is, we assume, more than simply to reduce the recorded level of absence – but that reducing absence is a necessary pre-condition for delivering educational goals. In that sense there will remain a question over whether achieving the target level actually delivers the desired goal. This kind of 'measurement by proxy' is very common in target setting, but its implications are outside the scope of this report.
10. Nor can we normally say much about:
  - whether any particular target looks realistic or achievable
  - the extent of the leverage a department has to bring about the desired outcome.

We do however offer some comments of this kind where we believe we can do so with confidence. For example, it seems to us unlikely that DfID is in a position to have a significant impact on under-five mortality rates in sub-Saharan Africa (part c of target 57 in Annex A). We also comment on the practice of setting targets that require that the entire population should achieve a certain threshold (for example, two of the DfES 'floor targets' for school performance require that in *all* schools at least x per cent of pupils achieve a specified level of performance). Targets of this kind seem unlikely to be achieved, unless they are set at a very low level (which we do not believe is the case for the DfES targets). Targets that are not attainable create expectations that cannot be fulfilled and leave departments open to unnecessary criticism.

## Chapter 2: External perspectives

***“Many of the problems encountered by departments in collecting good quality data arose because they had not given sufficient attention to data quality issues.” – National Audit Office***

11. As noted in Chapter 1, a great deal has already been written about the current targets. We summarise below those observations of most relevance to our interest from the following reports:

- *Public Service Agreements: managing data quality, compendium report* – National Audit Office (March 2005)
- *On Target? Government by Measurement* – Public Administration Select Committee (July 2003)
- *Performance Indicators, Good, Bad and Ugly* – report of the Royal Statistical Society Working Party on Performance Monitoring in the Public Services (October 2003)
- *To the Point: A Blueprint for Good Targets* – report of the Social Market Foundation on the use of targets in public service (September 2005).

In addition, some pertinent observations from the Audit Commission are included at the end of this chapter.

***National Audit Office – Public Service Agreements: Managing Data Quality, Compendium Report***

12. The National Audit Office (NAO) has a remit from the Government to review the reliability of data systems underlying PSA targets at least once in their lifetime. In March 2005, NAO published their first report on the validation of the PSA targets for 2003-06 that were set in the course of the 2002 Spending Review. This reported on the validation work completed in 2004, which covered the data systems used for the PSA targets of seven departments and the cross-cutting Sure Start programme. A further compendium report summarising the results for all the 2003-06 targets is planned for 2006.

13. During 2004 the NAO examined over 60 systems, operated by eight departments. These examinations revealed that departments had made variable progress in establishing robust systems:

- For 13 systems (20 per cent) departments were not collecting data for the measures specified in their Technical Notes at the time of the validation work.
- This included systems for six well-established targets which had been rolled over in the same or similar form from the previous round of PSAs and another three systems where departments had stated that they did not intend to report data.
- For a further 20 systems (31 per cent) there were weaknesses which departments should address to reduce the risk of gaps or errors in reported results over time.

14. Departments had identified some of the system weaknesses in their performance reports, but often they did not explain gaps in reporting against 2003-06 targets. Readers were, therefore, not warned to interpret results with care, given the limitations in the underlying data systems.

15. Many of the problems encountered by departments in collecting good quality data arose because they had not given sufficient attention to data quality issues, rather than the system weaknesses being intractable or too expensive to remedy. The NAO report highlights the following good practices that should be adopted more widely:

- **Managers should raise the profile of data quality issues.** They could, for example, allocate clear responsibilities for data quality and maintain active management oversight of systems to reinforce the importance of data quality.
- **They should plan and co-ordinate the data needs for new systems.** Many weaknesses stem from inadequate attention to data issues when PSA targets are selected and specified. Departments should define the quality of data needed for effective progress monitoring, and then assess whether existing or new data systems can best meet the requirement.
- **They should develop a corporate view of risks to data quality.** This would help ensure data quality issues are understood, actively monitored, effectively managed and, where necessary, disclosed in performance reports.
- **Systems must be adequately documented and updated for any significant changes.** Clear definitions of terms, well-documented controls and unambiguous criteria for judging success enable systems to operate consistently over time and provide the foundations for making robust judgments of performance.

- **Managers should look for opportunities to apply low cost credibility checks to data.** Managers can check outturn data and trend data by comparing them with other data sets covering similar or related aspects of performance. Such controls are particularly valuable where departments' systems draw on data which may be subject to sampling error, or data provided by other organisations.
- **Users of performance data must be made aware of limitations in underlying systems.** Identifying limitations and explaining their implications for outturn results builds trust in public reporting by helping users make informed assessments of reported results.

16. NAO have released a number of other reports that have looked at aspects of PSA targets and the PSA framework. An earlier report in 2001, *Measuring the Performance of Government Departments*, examined the challenges of developing PSA targets and ensuring data quality, and found *inter alia*:

- Departments needed to develop and operate methods for obtaining assurance on the quality of data.
- By drawing on established methods, departments could minimise the cost and risk of obtaining new data.
- Departments could assist service providers by improving the usefulness of existing data sources and cutting unnecessary data collection.

A more recent report, *Joint Targets* (2005), reviewed a selection of joint PSA targets, and identified a number of obstacles to effective monitoring and reporting of performance.

**Public Administration Select Committee – *On target? Government by Measurement***

17. Among the recommendations of this report that are relevant to the Statistics Commission's interests are that:

- There should be increased consultation with those directly involved in delivery of services when key national targets are set.
- Key national targets should be few in number and designed to secure basic national entitlements.

- The NAO and the Audit Commission should be involved as much as possible in the target setting system.
- Users of services should be more systematically involved in the setting of targets. This should include systematic monitoring of user satisfaction with public services.
- There should be a shift in emphasis from absolute targets to measures of progress in performance.
- The reporting of progress against PSA targets should be made more consistent and comprehensive.
- Departments should be required to provide adequate supporting evidence to back-up assessments made about target achievement.

**Royal Statistical Society Working Party on Performance Monitoring in the Public Services – *Performance Indicators: Good, Bad and Ugly***

18. The RSS Working Party stressed that performance monitoring when done badly can be very costly, not merely ineffective but harmful and indeed destructive. And its members argued that it is in everyone's interests that Ministers, Parliament, the professions, practitioners and the wider public can have confidence in the performance monitoring process. The report argues that, before establishing a performance monitoring system, a 'PM protocol' should be written. This, they argue, should be an orderly record not only of decisions made but also of the reasoning or calculations that led to those decisions. The protocol should cover objectives, design considerations, the definition of indicators, sampling versus complete enumeration, the information to be collected about context, the likely perverse behaviours or side effects that might be induced, and also the practicalities of implementation. Procedures for data collection, analysis, presentation of uncertainty and adjustment for context, together with dissemination rules, should be explicitly defined and reflect good statistical practice.

19. The report also notes that aspirational targets have a distinctive role but if not rationally based may demoralise and distort. Anticipated and actual side effects of performance monitoring, including on individuals' behaviour and priorities, may need to be monitored as an intrinsic part of the process.

20. The report recommended that independent scrutiny of performance monitoring schemes for public services should be set up "as a safeguard of public accountability, methodological rigour and of the individuals and/or institutions being monitored". Another recommendation was the reporting of measures of uncertainty whenever performance data are published – examples given were school 'league tables' and hospital star ratings.

## Social Market Foundation – *To the Point: A Blueprint for Good Targets*

21. This report looks at the arguments for and against the PSA targets regime, examining the way targets have been formulated and how performance against them has been measured and reported.

22. The report argues that targets, used well, provide organisational focus, embody the ambitions of government and offer a transparent account by which services can be measured. But it also lists five criticisms which it describes as a critical consensus:

- i. There are too many targets.
- ii. They are too rigid and undermine the morale of staff.
- iii. They have perverse and unintended consequences.
- iv. It is not always clear who is responsible for meeting the target.
- v. The data are often not credible.

23. The fifth of these points is the most relevant to the Statistics Commission. The report expands on it, saying that:

- A target is only as credible as the data on which it is assessed. But some targets are based on data which are difficult to measure, some are hampered by very poor quality of data and some are unreliable and subject to possible manipulation.
- Many Technical Notes are vague and poorly defined. It is also not made clear, within the Note, who is charged with measuring whether the target has been met.
- The quality of the available data needs to be considered more closely when targets are being set. It is not possible, however, to ensure that data comes without imperfections. Where this is the case, there should be a clear statement of the limitations of the data. “We support the suggestion by the Royal Statistical Society that a protocol be issued with each PSA which sets out how the problems we raise have been dealt with”.

## The Audit Commission perspective

24. The chief executive of the Audit Commission wrote to the Statistics Commission in February 2005 offering a contribution to our review. As well as drawing attention to the briefing paper *Targets in the Public Sector* published by the Audit Commission in 2003, he highlighted concern about the number of changes there had been in the indicators specified by the Office of the Deputy Prime Minister for local authorities. He also stressed that frequent changes of this kind made it impossible to compare indicators over time and limit their usefulness. Whilst the local authority indicators are substantially distinct from the PSA targets, the point about frequent changes is well made.

25. The Audit Commission paper *Targets in the Public Sector* argues that targets are invaluable when used well and as one part of a robust performance management framework. It makes the case for a rebalancing from nationally set targets to targets set by local organisations, but notes that nationally set targets are still required. Whilst the focus of the report is on targets set for local authorities rather than PSA targets, it makes a number of relevant points. In particular it argues for:

- a shift to national aspirations that are not always accompanied by targets
- a shift towards the more intelligent use of clusters of performance indicators
- a shift towards an approach that is more sensitive to issues of complexity, diversity and equity
- and a shift to fewer nationally set targets and more targets set by localities.

## Box 2: Cascading targets

*“The PSA framework is central to the Government’s strategy for delivering high quality public services. PSAs set out the key priorities for Government, focusing on the outcomes that really matter to the public. They send a clear message to the public about what they can expect the Government to deliver, whilst focusing departments on delivering results.” (PSA White Paper, 2004)*

The PSA framework covers the full range of public services, including the payment of social security benefits and other transfer payments. The high-level targets cover nearly the whole of public spending, with the main exception of payments of interest on government borrowing.

In many cases, PSA targets can be, and are, ‘cascaded down’ into sets of targets for individual operational units, often at a local level eg schools, hospitals. The high-level targets provide the starting point for detailed performance target setting. Much of the previous comment on PSA targets that is summarised in this chapter focuses on the role of target setting in performance management for public services, and the central role that PSA targets play in this process.

There are pitfalls associated with ‘cascading down’ of targets, even where that is operationally feasible. The Royal Statistical Society has highlighted some of these in its reports *Performance Indicators: Good, Bad and Ugly*, which offers advice on how **not** to set targets: “it is unwise to cascade targets by imposing the same target on a class of 30 as nationally”, “it is unsmart to ignore uncertainty”.

But not all PSA targets are of the type where ‘cascading down’ into a series of individual performance targets is feasible. In some cases, this is because delivery of the target is by the central department, rather than by local operational units. For example, the Treasury has a target for the overall position on the public finances (the fiscal rules), which it has quite powerful levers – setting tax levels, setting public spending plans – to help deliver. But operation of these levers is for the department; there are no local delivery units to which the targets can be cascaded.

In other cases the PSA targets are essentially aspirational – they reflect the desired outcomes that the Government is trying to achieve, but the department responsible has only limited leverage to affect these outcomes. The DfID targets based on the Millennium Development Goals provide an example of this kind of target. Here, although reaching the targets depends on local delivery in a number of countries in Africa and Asia, ‘cascading down’ would not be appropriate as DfID has no authority to set performance targets at the local level.

# Chapter 3: Analysis of the targets

*The data used to monitor targets should be collected, managed and published in line with the National Statistics Code of Practice wherever this is practicable.*

## The analytical framework

26. Our analysis of the 2004 PSA targets looks at the following eight aspects of target composition:

- i. Types of measure
- ii. Clarity of target specification
- iii. Complexity of targets
- iv. Sources of data for quantitative targets
- v. Sources of qualitative information
- vi. Timeliness of data on target measures
- vii. Availability of data for assessment of targets
- viii. Frequency of data.

27. These headings are explained below. They serve to describe, and also to establish a loose taxonomy for, the PSA targets as viewed from a statistical perspective.

- i. **Types of measure** used for each target. Not all PSA targets are set in terms of quantitative measures. There are four main groups:
  - quantitative **measures** with specified targets
  - quantitative **indicators**, usually combined with others in a basket of indicators for the purposes of the target
  - **qualitative** targets and indicators
  - discrete **events** (milestones), generally with a target date.

Much discussion of PSA targets appears to assume they are all of the first type. Most are, but by no means all. For around 30 per cent of targets, some or all of the measures fall into one of the other three categories. The Audit Commission provides a useful guide to what the different terms (targets, indicators, standards, aspirations) are normally taken to mean in the report *Targets in the Public Sector* (September 2003).

ii. **Clarity of target specification**, looking at whether the Technical Note provides:

- clearly specified baselines and target dates
- definitions of any terms used in the target wording
- where more than one sub-target exists, a statement on how performance against the target as a whole will be assessed.

In most cases, the Statistics Commission has found that the Technical Notes adequately specify baselines and target dates, and define terms used in the target wording. But they are not always explicit about how sub-targets will be weighted together.

iii. **Complexity of targets**. Measurement of some targets is far more complex than for others, for various reasons:

- use of a **complex formula** in the specification
- specification of a **basket of indicators**, sometimes with complex weighting (or with weighting not specified)
- use of **trends** or averages in the specification.

Complexity in a target is usually justified by reference to the outcomes that the target is trying to measure. But use of complex specifications can make it more difficult for people to grasp what a target is about, and to monitor progress towards it. Where trends or averages are used, there are further problems. Firstly, there will generally be a delay before the outturn for the target measure is known – the outturn for 2008 may be known in mid-2009 but if the target relates to the three year average centred around 2008 the outcome will not be known until mid-2010. Secondly, where trends are used, the initial estimate of a trend value is often highly uncertain and subject to revision as more information becomes available.

iv. **Sources of data for quantitative targets.** Data can be from a number of different types of sources:

- published National Statistics – that is statistics that are produced in accordance with the National Statistics Code of Practice
- other regularly published official data (including statistics produced by external bodies but then published by departments)
- departmental management information
- international data/statistics
- surveys commissioned on an occasional or *ad hoc* basis (and thus not used as a regular data source for published statistics)
- special surveys/data collections designed for this purpose
- private sector data/surveys.

Validation of data quality for some of these data-types presents challenges. Only a minority of targets – around a quarter – are measured entirely by National Statistics, and, as a consequence, are validated by established NS quality processes. International data for example – used in various targets – are not easily validated. Nor are results from private sector surveys. The use of occasional and *ad hoc* surveys, and of specially commissioned surveys and data collections, also raise potential issues of quality. The Statistics Commission believes that the data used to monitor targets should be collected, managed and published in line with the National Statistics Code of Practice wherever this is practicable.

v. **Sources of qualitative information.** For targets based on qualitative information, the main issues concern the transparency and independence of the assessment of performance. Is the evidence to be used in the assessment clearly specified in the Technical Note? And to what extent is the assessment of performance independent of the department which has an interest in the outcome? Is it subject to independent audit? The Commission's view is that in most cases the specification of the qualitative indicators is sufficiently clear to provide some assurance of transparency. But, for a few targets, details of the qualitative information to be used in the assessment are withheld on the grounds that the information is classified.

vi. **Timeliness of data on target measures.** For the majority of targets, outturn data to measure performance is not available immediately – there is a lag between the end of the target period and availability of data relating to it. For

many targets this lag is a matter of a few months. But there are a number of targets where the lag is much longer – in a few instances in excess of two years. There are two possible approaches in such cases:

- accept the delay, and that as a result assessment of performance against a target to be achieved for 2008 will not be possible until, say, 2011
- specify the target in terms of ‘out-of-date’ measures (eg where the lag on data availability is three years, specify an end date of 2005 so that performance against the PSA target for 2008 is assessed on the basis of data for 2005).

Neither approach is very satisfactory and, where they occur, we regard long time-lags as a significant weakness.

vii. **Availability of data for assessment of targets.** In some cases the data required to measure performance are readily available from published sources. In other cases they are only available when the department reports progress (in departmental reports and on the Treasury website). There are four main categories of data, grouped by availability:

- regularly published statistics
- published surveys
- other public releases of information
- PSA reporting only.

We would like to see the statistical data required for measurement of PSA targets published independently of the outturn against the target, wherever possible. This is the case for only around one-third of PSA targets. For the remainder, part or all of the relevant outturn data are only available from the department’s PSA reporting and are not published elsewhere.

viii. **Frequency of data.** Are the data available quarterly or annually, or only from one-off data collections? Frequently updated data make monitoring easier. However only a minority of PSA targets are measured by data series of quarterly or higher frequency. Most are measured by series of annual or less frequency, limiting the sensitivity with which progress can be monitored.

28. Our analysis of individual targets is set out in the Annexes to this paper, most fully in Annex C. Some observations on aspects of the 2004 targets, based on this analysis, follow below. *References to individual targets in this section, and subsequently in the report, use the unique identifying numbers from Annex A. Government departments are referred to by their standard acronyms – these are also listed in Annex A.*

### Adequacy of technical notes

29. Each PSA target is accompanied by a Technical Note setting out a specification, together with an indication of how performance against that target will be measured. Most of these Technical Notes were made available within a few days of publication of the 2004 White Paper – suggesting that specification and measurement issues were properly considered as part of the development of the targets.

30. However, there were still a few instances in which a PSA target was set without an identified means of measuring performance against it. Examples include the two DfT targets for reducing inter-urban and urban congestion (targets 21 and 24), where the original (Summer 2004) Technical Note simply stated that the department was ‘developing better measures’, and that new targets would be specified in 2005. (These targets were specified a year later in July 2005, and a revised Technical Note has been published).

31. Another example is the DEFRA target for the farming and food industries (target 72a). The Technical Note states that progress is to be measured by four indicators, but only gives details and a target for one of these indicators – the other three are “not yet ready to go ‘live’”. This remains the position (February 2006). One virtue of the prompt publication of the Technical Notes is that it has helped to highlight those targets where basic measurement issues remained to be resolved.

## Use of qualitative targets

32. Despite our preference for well-specified quantitative targets, we recognise that qualitative ones are not necessarily undesirable. In some policy areas, it can be difficult to express desired outcomes in terms of measurable quantities – examples include foreign policy and defence – and we do not think it right to try to force these outcomes into a quantified framework. Instead performance is often best assessed against qualitative indicators. In such cases, performance can often be expressed in terms of a ‘traffic light’ assessment (green/amber/red, where green means ‘on track’).

33. A target based around qualitative information should not be assessed against exactly the same criteria as a statistical target. For example, in considering clarity of target specification, it needs to be recognised that such a target will not be precisely measurable and assessment of performance will necessarily involve an element of judgement. But qualitative targets can be assessed against other attributes of a statistical target, including ‘quality’.

34. The characteristics of an ‘ideal’ qualitative target would include:

- clear specification of the evidence to be used for assessment of performance (eg in a list of qualitative indicators), and of the sources for this information
- transparent reporting of the assessment against the specified indicators
- independent audit of information sources for the assessment and, where possible, of the assessment itself
- prompt availability of assessments, and of the information required to make them.

35. Six PSA targets are measured almost entirely by qualitative information. A further 12 targets partly rely on non-quantitative information (qualitative indicators or event milestones). For the most part, Technical Note specifications for these targets comply with the first characteristic of an ideal qualitative target – a clear specification of the evidence to be used for assessment, and of its sources. The main exceptions are certain targets relating to defence and foreign policy where that information is classified. (These targets are discussed further in paragraphs 69 to 70 below.) It is too early to make an assessment of the targets against the other characteristics in the preceding paragraph.

## Aspirational targets

36. A target may be described as aspirational if it relates to outcomes that the department wishes to see realised, but has few or no policy levers to influence. The DfID targets on progress towards the Millennium Development Goals in Africa and Asia (targets 57 and 58) are a good example. DfID's ability to directly influence under-five mortality rates in sub-Saharan Africa is very limited.

37. The issues raised by targets of this kind are not statistical. The target itself may be well specified and precisely measurable, though in the DfID example there may be questions about data quality and timeliness. But aspirational targets do raise issues of accountability and relevance; if the department has little ability to influence the outcome, it cannot be held accountable if the target is missed. So the value of stating such targets is debatable.

38. Another kind of aspirational target is one that acts as an ultimate goal to work towards, without necessarily ever expecting to attain it. An example is the DH target on hospital waiting times (target 17), which will be missed if, after the end of 2008, a single NHS patient waits more than 18 weeks from GP referral to hospital treatment.

39. Whilst we recognise that aspirational statements are an accepted part of the business of political leadership, we are not convinced of the value of setting aspirational targets in PSAs. Targets should be achievable and realistic. Whilst specifying an 'ultimate goal' might be appropriate as part of an overall strategy – for example, the Government's aim to eradicate child poverty by 2020 – it does not follow that the corresponding PSA target should adopt exactly the same form. Instead the PSA might set a target that is a stretching but achievable milestone along the road to the final goal. In practice, the success of DH in reducing hospital waiting times will be judged not on whether or not the target is literally met, but on the size of the margin of failure. We believe that the PSA should target the size of that margin, eg no more than 0.5 per cent of patients wait more than 18 weeks, measured over a calendar year.

## Using National Statistics for PSA targets

40. The Statistics Commission believes that the data used to monitor targets should be collected, managed and published in line with the National Statistics Code of Practice wherever practicable. We recognise that there will be cases where this is not practicable. It will not be practicable where targets are measured by qualitative data or the occurrence of discrete events. Neither is it likely to be practicable where targets are measured by international comparisons that rely on data from non-UK sources.

41. Data quality issues relating to the use of non-National Statistics data sources are discussed later in this Chapter (see paragraphs 57 to 70). We accept that there will be circumstances under which there will be no suitable data within current official statistics. In these cases measurement of targets may need to rely on other data sources – *ad hoc* surveys or management information – or on newly commissioned surveys or data collections. But even in these circumstances it should be possible to meet many of the requirements of the National Statistics Code of Practice; the aim should be to adhere as closely as possible to that Code and for there to be a public statement to explain non-compliant aspects.

### Contrasting with an ideal target

42. Considered purely on the basis of measurability and data validation, the ideal PSA target might be expected to have the following characteristics:

- simplicity and clarity of the **target specification**
- **assurance of data quality**
- **availability of outturn data.**

43. Only a small number of the 102 PSA targets fully meet these tests – most fall short on more than one count, though, in some respects, this may be inevitable. Our ideal target is a statistical one, capable of precise measurement – and thus allowing unambiguous evaluation of performance. Not all the current set of PSA targets are statistical targets in this sense.

44. The following paragraphs offer some observations on features of the current PSA targets, organised around the three attributes of an ideal target.

### Target specification

45. In an ideal world, each policy outcome should be related to a single quantitative target, with a clearly specified target level, and a date by which this target is to be realised. Also, where needed (such as when the target is a percentage change), there should be a clearly specified baseline for the target to be measured from.

46. But this is not an ideal world. Amongst the 2004 PSA targets, simple targets are in a minority. The quantitative targets that currently exist are specified with very different degrees of complexity. Some are multiple, involving two or more data series. Others are comparative, comparing one data series against one or more other series – sometimes even against an average of a number of other series. Some targets specify baskets of several indicators (over 20 in one case) for measuring performance. In such cases, the specifications are not always clear about the implicit weighting between the various indicators in assessing performance. Some other targets require the distillation and analysis of the directly observed data, by specifying the use of trends or averages calculated over a number of years. This contradicts the principle that all such targets should be calculated in a transparent and replicable way.

47. One type of complexity arises when targets are to be measured by a basket of indicators. An extreme example is the DTI target for the UK research base and innovation performance (target 63), measurement of which involves 23 separate indicators, each with a specific target, and the achievement of four event ‘milestones’. Other examples are DTI’s target for gender equality (target 67) and DEFRA’s target for accessibility of services in rural areas (target 72b). The usual justification for this multiple indicator approach is that it is needed to properly capture the wide range of aspects that a particular target may be seeking to affect.

48. The ‘multiple indicator’ approach aims for more comprehensive coverage of a wide range of outcomes deemed to be relevant to the target in question. It contrasts with what might be termed the ‘single indicative indicator’ approach, whereby a single indicator is selected as indicative of a range of relevant outcomes. Examples of the ‘single indicative indicator’ are:

- the DfES targets for school performance (targets 4, 5 and 8), which focus on Key Stage and GCSE test scores as a measure of school performance
- the CJS targets on crime and conviction rates (targets 35 and 37), and to a lesser extent on fear of crime (target 36), which focus on a small number of measures from published crime statistics
- and the DH targets for mortality rates and health inequalities (the different parts of targets 13 and 14), which set targets for mortality rates from specific causes, and for some key determinants of health inequalities.

49. We accept that there are differences of view about the desirability of simplicity in a target. The Royal Statistical Society has warned against “amalgamation of indicators into a single summary figure”, which it believes “should be resisted as far as possible”. Others have pointed out that collapsing data into a single measurement will usually result in loss of information. We recognise and understand these arguments.

50. We maintain that, in the context of PSA targets and other things being equal, a simple target is to be preferred. The 2004 White Paper *Public Service Agreements 2005-2008* describes the aim of PSAs as setting out “the key priorities for Government”; they focus on “the outcomes that really matter to the public”. PSA targets are intended to measure progress on these ‘outcomes that really matter’; to do this, they do not need to capture information on every single outcome that policy might conceivably be seeking to influence. The ideal PSA target is a simple measure of the key outcome that policy in that area is seeking to realise. In many cases such a measure may not be available. However some of the benefits from target setting at this high level will be lost if the number of measures that have to be monitored is not kept small.

51. Complexity in a target is frequently justified on the grounds that it is required to properly reflect the policy objectives. For example, for some seven separate targets in the economic policy area (targets 38, 62, 66, 79, 83, 90, 92), spanning four different departments (HMT, DTI, DWP, ODPM), the target wording and/or Technical Note specifies that measurement should be 'over the economic cycle' or 'taking account of the economic cycle'. The argument for this formulation is straightforward – the economy (and key economic variables such as GDP, unemployment, the Government's fiscal balance) behaves cyclically, and policy objectives need to take account of it. But in terms of target measurement, the result is often to turn a simple target ('increase the employment rate', 'maintain the (fiscal) current balance in balance or surplus') into something that is much more challenging to measure and assess, and to comprehend.

52. Introduction of an adjustment for the economic cycle brings with it three different complications:

- Performance against the target is no longer directly measurable from published data – it requires the calculation of the cyclical adjustment.
- Initial estimates of performance against target are subject to revision as a result of new analysis (of the economic cycle), as well as from new data – thus increasing uncertainty about the position.
- Official assessment of the economic cycle, including its definitive dating, is not presently performed independently, but by HMT – who are also partly or wholly responsible for delivery of all but one of the targets in question.

53. Use of simpler trend specifications such as centred averages poses fewer problems but will nevertheless delay final assessment of performance against target. The DH targets for mortality rates are already set for 2010 rather than for 2008 but the additional specification that they will be measured by a three year centred average means that outcomes against the target will not be known until late 2012.

54. A rather different aspect of specification is the number of examples of 'zero targets', ie targets that specify an aim of complete elimination of something, or that the entire population achieve a certain threshold. Examples are: some (but not all) of the DfES 'floor targets' for school performance (targets 5b and 8b – 'in *all* schools, at least x per cent of pupils achieve ...'); the DH target for hospital waiting lists (target 17 – '*no one* waits more than 18 weeks'); and the ODPM target for decent housing (target 33a – 'bring *all* social housing into a decent condition').

55. In the earlier discussion of aspirational targets (paragraph 39), we say that targets should be achievable and realistic. Targets that require 100 per cent compliance are intrinsically unlikely to be met. Taken literally, they look almost

impossible to achieve: it requires just a single exception (one school out of c.3,400 where less than 20 per cent of pupils achieve five GCSEs, one hospital patient waiting more than 18 weeks for treatment) for the target to be failed. Better targets – stretching but still achievable – could have been set by specifying targets in terms of small numbers (of schools below the threshold, of patients waiting more than 18 weeks), rather than zero values.

56. The above point has now been recognised for the long-term child poverty target ('eradicate child poverty by 2020'), where the Technical Note for PSA target 78 observes that eradication does not mean achieving zero values for the child poverty measures used in the PSA target. (NB: The PSA target itself relates to 2010-11, and involves a specified percentage reduction in child poverty, not reduction to zero.)

### Assurance of data quality

57. Ideally, there should be independent quality assurance of the data used to measure performance against the target. The use of National Statistics in measuring performance against a target provides a degree of reassurance that the data are of reasonable quality. However only a minority of targets are measured by National Statistics.

58. A substantial number of targets rely on departmental management information that is only published in the context of the department's performance against that target. Some targets – generally those involving international comparisons, but also some for departments (eg DfID) with an international policy focus – rely on international statistics, generally compiled by OECD, or the UN and its agencies, or the World Bank/IMF. A few targets rely on private sector data collection. For a number of targets, where a suitable data source was not readily available, a new survey or data collection has been commissioned.

59. There are inevitable questions over data quality where non-published management information, international statistics, private sector data and new surveys/data collections are used. However it is sometimes possible to address these questions as long as the data have been published on a regular basis. Even where the data source is one of the international agencies (OECD, UN, Eurostat, World Bank) or a regular private sector survey, there may be some information available that will enable assessment of data quality.

60. However for a number of targets, data for measurement comes from a survey that has been conducted on an irregular and/or infrequent basis – in some cases, on one occasion only. Typically the most recent survey will be used to establish a baseline and a repeat survey will be scheduled at some point over the next few years to collect outcome data to evaluate performance against target. Examples of targets

that partly or wholly rely on such surveys for measurement include the DTI targets for protecting competitive markets, for gender equality and for ethnic diversity, employment relations and choice in the workplace (targets 64, 67 and 68).

61. Occasional surveys do not generate regularly compiled and published statistics. This may make it more difficult to judge the quality of the data, and their fitness for purpose as the baseline for a PSA target. These difficulties will increase where the data for a target are to come from a new survey or data collection – as is the case for a number of the targets. Even if a new survey follows best practice in its methodology and design, lack of an established track record means that there will inevitably be initial uncertainty about data quality.

62. Examples of targets to be measured by new surveys or data collections are the Home Office target on voluntary and community engagement (target 40), for which a 'voluntary and community index' is to be constructed from a new series of surveys conducted with the recently created 'State of the Sector Panel'; and the DCMS target on participation of priority groups in sport and arts activities (target 76), where all four sub-targets are to be measured from a new national survey of culture, leisure and sport (called 'Taking Part').

63. This report has already noted a few instances in which a PSA target was set without an identified means of measuring performance against it (see paragraph 30). In a number of other cases the Technical Note specified the measure to be used for the target – but then went on to note that the measure in question did not as yet exist. For example, in the case of the HO/AAID target for reducing the harm caused by illegal drugs (target 38a), the original Technical Note specified that the target was to be measured by a 'Drugs Harm Index', to be constructed from health and crime data, which was 'under development' at the time. This index has since been published for the first time (May 2005), but publication of data has not yet been put on the timely basis promised in the Technical Note.

64. As well as raising issues about assurance of data quality, the use of a completely new measure or data source poses problems for target setting – how to set a quantitative target for a measure for which there is as yet no information on recent levels or trends. One answer is to postpone actual target setting until data from the new measure is available to set a baseline. However the more popular approach seems to be to fix the target (as a percentage or directional change) regardless of the absence of any baseline data or knowledge of trends. So the target for increasing participation in sport and arts (target 76) involves achieving a series of 2 per cent and 3 per cent increases in various measures of participation by 2008 (presumably on 2005, the first year of the new survey – but the Technical Note does not actually specify the baseline). The rationale for setting such precise targets in the absence of any data is not clear.

65. Departmental management information, which is used in measurement of a significant number of PSA targets, is generally not published on a regular basis and is not well understood outside the department. The absence of independent quality assurance can thus be an issue. Because departments control all the relevant information, there can sometimes be a perception that they only release what they want to release when they want to release it. A clear target specification that sets out in detail how the target is to be measured can help to assuage such concerns about transparency, though cannot completely eliminate them.

66. DfID's target on bilateral aid and aid projects (target 61) is an example of a management information-driven target that is clear and well-specified, despite the fact that measurement of success is entirely on the basis of DfID financial and project management information, and data for monitoring progress against the target are only available externally through standard PSA reporting. Nevertheless the targets are quantitative and the information that needs to be reported is clear.

67. Other examples of targets that rely on management and performance information include most of the targets of the FCO and MOD. The FCO target for consular and entry clearance services (target 56) is a further example that is clear and well-specified but some of the other FCO targets are less so. These include a group of targets (targets 50, 51, 52 and 54) where success is measured by scorecards of mostly qualitative proxy indicators, for which data sources are not always specified. Reporting against these targets is necessarily more subjective than for the quantitative targets, as it will consist of a series of qualitative assessments by the department of progress against the proxy indicators, together with an overall assessment. As a result, evaluation of the outcome may be less demonstrably valid.

68. The key quality issues here, and with all targets where the measures are largely qualitative, concern the transparency and independence of the assessment. In this respect it is helpful if the Technical Note spells out both the indicators to be reported on and the information sources for those indicators. The four FCO targets mentioned in the previous paragraph each include a list of proxy indicators, but in general the Technical Note provides little information on data sources for their assessment. (The department has subsequently stated that data sources for the scorecard indicators will be reported in future Autumn Performance Reports).

69. Even less information is provided for the joint target on the European security agenda (target 47) that FCO shares with MOD, where the Technical Note states that "progress against this target will be measured against classified scorecards". No information is given as to the content or coverage of these classified scorecards. We assume that, when the departments come to report against this target, the extent of progress will be declared without publication of the supporting evidence.

70. The Technical Note for the MOD target on operations and military tasks (target 44) is more forthcoming, in that it describes in some detail the kind of assessment that is undertaken (“the success of operations .. will be judged against the Military Strategic Objectives given to each relevant commander ...”) and the process by which the assessment is reached (“assessment of success is performed through a formal review process under the Operational Tasking Group ...”). But in the end, as with the European security agenda target, the department’s assessment of performance has to be taken on trust. The national security reasons for this are clear and unobjectionable. But it is also clear that the assessment of performance against these targets lacks transparency. This example illustrates the difficulty of fitting these areas of public service activity into the PSA targets approach, a key element of which is public accountability for performance against pre-defined and measurable objectives.

### **Availability of outturn data**

71. Ideally, outturn data for assessing performance against a target should be available promptly, so that performance can be assessed quickly once the target date has passed. A reasonable expectation, for annual data series, might be that outturn data should be available within six months of the end of the time period to which it relates.

72. The 2004 Spending Review set public expenditure plans for the three years from 2005-06 to 2007-08, and the PSA targets set in that Review are intended to measure the outcomes achieved as a result of those expenditure plans. Thus the natural target date for a 2004 PSA target is 2008, or financial year 2007-08.

73. The majority of targets do have a target date of 2008, or 2007-08. But a substantial minority of targets (around 20 per cent) have target dates later than this – typically 2010 or 2010-11. This is quite often a reflection of an existing government policy or strategy – for example, the joint DTI/DEFRA/DfT target for reducing greenhouse gas emissions (target 65a) has a target date of 2010 because that is the target date for the UK’s commitment under the Kyoto agreement.

74. The practice of setting PSA targets consistently with existing Government policy commitments is sensible enough. Indeed it would be confusing if PSA targets were to be set entirely independently from previous policy. However specifying target dates of 2010 or beyond for PSA targets relating to the period 2005-08 is likely to complicate and delay evaluation of performance against the targets overall.

75. One of the PSA targets (target 94a, joint between HMT and Cabinet Office) is to meet all the (other) PSA targets. The Technical Note says that this target will be assessed once 90 per cent of the targets have been reported on, but on the basis of the analysis in Annex B, this point will not be reached before 2011. Even then, some target outcomes would still be preliminary and subject to revision.

76. An earlier assessment of the overall outturn might be possible if, as a general rule, PSA targets with target dates beyond 2008 were to include, as well, interim targets for 2008 that are consistent with the longer term commitments and objectives. This has been done in a number of cases, but by no means all.

77. More generally there is an issue as to whether the PSA targets which relate to spending plans for the three year period 2005-08 should be limited to outcomes for 2008 or earlier. A case can certainly be made for accepting a fairly wide spread of outcome dates, allowing for the lags that may exist in some areas between public spending and the outcomes that spending is intended to deliver. But that does jeopardise the measurability of overall success or failure of the 2004 PSA targets at least until after a few years have elapsed (by which time the answer is likely to be only of historical, rather than operational, significance).

As a footnote to this chapter, it is worth noting one other problem that can arise with data availability. In some cases, where there is a complex target specification, the component data series might be independently published, but performance against the target can still only be assessed through PSA reporting. The complexity can counteract the apparent availability of the data.

# Chapter 4: Findings and recommendations

78. Our findings relating to individual targets are included in Annexes A to C of this report which address progressive levels of detail. However, we make the following summary observations:

- **Types of measure.** Targets should ideally be measurable, achievable and realistic. The majority of PSA targets are specified as statistical targets, and are capable of precise measurement. But a number are qualitative in nature, and the evaluation of performance against them will involve an element of judgement. Among the measurable, quantitative targets, most specify outcomes that look to be achievable and realistic, if in some cases stretching. But a few look to be more aspirational rather than clearly attainable – they represent the ultimate goal that policy is working towards, rather than an objective that might be expected to be achieved within the target timescale. The qualitative targets are mostly in areas (eg defence, foreign policy) where policy outcomes can be difficult to measure in quantitative terms. As long as PSAs need to cover these areas, the adoption of some essentially qualitative targets is perhaps inevitable. We are less convinced about the value of setting PSA targets that are more in the way of statements of aspiration, rather than setting them at levels that there is some chance of reaching. Targets should be achievable and realistic, we think it would be better in some cases to leave statements of aspiration as just that.
- **Clarity of target specification.** Whilst we generally find the specifications in the Technical Notes adequate, there are some cases in which technical points are not explained, for example how multiple elements of a complex target are to be combined.
- **Complexity of targets.** Complexity is often justifiable given the underlying complexity of the concepts that the target is seeking to measure. But it can become a serious obstacle to comprehensibility. For example, use of certain measures of trend is likely to introduce uncertainty, and possibly confusion, into the assessment of performance.
- **Sources of data for quantitative targets.** We believe that the data used to monitor targets should be collected, managed and published in line with the National Statistics Code of Practice wherever this is practicable. We recognise that there will be some cases where this is not applicable, for example where targets are measured by qualitative indicators, or by international comparisons that rely on data from non-UK sources. However, where targets are based on

internal departmental management information, there should at least be regular and formal publication and audited quality assurance of the data. And the aim should be to adhere as closely as possible to relevant provisions of the Code.

- **Sources of qualitative information.** The transparency and independence of the qualitative assessment of performance needs to be established in all cases. The evidence to be used in the assessment should be clearly specified in the Technical Note. Where the assessment is not independent of the department which has an interest in the outcome, that assessment should at least be externally validated.
- **Timeliness of data on target measures.** We regard long time-lags between the end of the target period and the data becoming available as a serious weakness but recognise that it may be unavoidable in some cases. PSA targets that relate to a period finishing after the end of the Spending Review period (currently 2008) should be supported by an 'interim target' for the end of the period.
- **Availability of data for assessment of targets.** For a number of targets, outturn data are only available to the public when performance against the target is reported formally. We would like to see the relevant statistical data published independently of outturn against the target.
- **Frequency of data.** More frequent data – assuming they are of adequate quality – enable more sensitive monitoring of progress against targets and thus provide more opportunity for managerial intervention to guide operational decisions towards achieving the target. Too often targets are based on data that are only available occasionally and in a few cases they have been set without any relevant data being available. Government departments need to exercise considerable foresight in relation to their own data needs – a point taken up in the broader recommendations which follow.

79. Drawing together the findings of our analysis and the relevant observations in the reports quoted in Chapter 2, we offer the following **recommendations**:

- i. In our analysis, which has drawn on the Technical Notes published for each target and on discussions with departments, we have looked at the specification and measurement of each target and at data quality and availability. In the Annexes to this report, we summarise our findings for individual targets, and identify what we see as the key issues arising for each target. **We recommend that Government departments responsible for individual PSA targets should consider and address the issues we have identified for their targets.**

ii. Bearing in mind the thrust of the report from the Royal Statistical Society (*Performance Indicators: Good, Bad and Ugly*) and the related comments by the Social Market Foundation and others, we recommend that **the 'Technical Notes' should be developed into more comprehensive Target Protocols**. As well as the material currently in Technical Notes, these should cover broader issues:

- a clear statement of the rationale for selecting the chosen target
- some indication of data quality, especially where data for target measurement are not published National Statistics. This might record where data systems have already been validated by NAO
- historical data for key measures, as a guide to how stretching is the target
- details of how performance against the target will be evaluated, including a clear specification of success criteria where multiple indicators are used, and the expected date when all outturn data required for a final evaluation will become available.

A number of the 2004 Technical Notes already provide some background information, but many just provide information on target specification, measurement and data.

iii. The high-level PSA targets are intended to measure the desired outcomes from Government policies, in particular from the public spending plans set in the Spending Review. Monitoring performance against these targets should feed back into future policy decisions – including decisions not to change policy if the target is on track. Any target where monitoring does not appear to influence managerial or policy decisions should be the subject of close scrutiny. We therefore recommend that **a brief record be kept by departments of the more substantive decisions** (on policy, resources, structures, management) that have been influenced by the monitoring of each quantified PSA target. This is a desirable discipline for any statistical output, it supports the assessment of the impact of the target, and may help to deter the inappropriate creation of quantified targets. In making this proposal, we recognise that the level of record keeping involved needs to be contained and reasonable, taking account of the circumstances. A possibility would be to place a responsibility for maintaining a record on an identified senior official in the department, and leave the details to them.

- iv. In view of the importance that PSA targets, and other high-level targets, have in the management of the economy and the development of social and economic policy, we recommend that **more consideration should be given to the adequacy of the statistical infrastructure** to support the future evolution of such targets. It is highly undesirable to set a target and only then to think about the availability of data needed to measure progress against it. What is needed is **a robust cross-government planning system for official statistics** that can pick up the future data requirements (to support the setting of targets) at the earliest possible stage and feed those effectively into the allocation of departmental resources. This would help ensure that the cost implications of setting particular targets are fully explored; new data collection and new surveys are almost invariably expensive, yet appears to have been quite a common consequence of target setting.
  
- v. To echo the conclusions of the National Audit Office (see Chapter 2), we recommend that **government departments should pay more attention to data quality issues**. As NAO states, the allocation of clear responsibility for data quality and active management oversight of data systems would reinforce the importance of data quality.



# Annexes



## Annex A: List of targets with Statistics Commission comments on technical aspects

This Annex lists the PSA targets set in the 2004 Spending Review, together with a brief comment for each target on any technical issues regarding specification, measurement and data quality and availability. A fuller analysis for each target is available in Annex C. In all there are 102 targets listed (see box on page 2 of this report for an explanation as to how this number is arrived at). Each target is given a number; these identifying numbers are then used throughout this report and its annexes.

Targets in government documents, eg the PSA White Paper and the Technical Notes, are usually identified by the Public Service Agreement under which they are specified as a target, and by their number within that PSA. For example, the Department for Education and Skills' target for primary school performance (target no 4 in this report) is target no 6 for the DfES PSA (DfES 6). A number of targets are joint targets, which appear as targets under more than one PSA (eg the Sure Start programme target for children's development at the Foundation Stage is both DfES target 1 and DWP target 2). Each joint target is counted as a single target in this report, and given a single number.

There are 20 PSAs in total – 18 departmental PSAs and two cross-departmental PSAs. A full list is given below, together with the acronym for that departmental group or cross-cutting PSA. These acronyms are used throughout this Annex and the rest of this report.

<b>Departmental PSAs</b>	<b>Acronym</b>
Department for Education and Skills	DfES
Department of Health	DH
Department for Transport	DfT
Office of the Deputy Prime Minister	ODPM
Home Office	HO
Department for Constitutional Affairs	DCA
Crown Prosecution Service	CPS
Ministry of Defence	MOD
Foreign and Commonwealth Office	FCO
Department for International Development	DfID
Department of Trade and Industry	DTI
Department for Environment, Food and Rural Affairs	DEFRA
Department for Culture, Media and Sport	DCMS
Department for Work and Pensions	DWP
Northern Ireland Office	NIO
HM Treasury	HMT
HM Revenue and Custom	HMRC
Cabinet Office	CO
 <b>Cross-cutting PSAs</b>	
Criminal Justice System	CJS
Action Against Illegal Drugs	AAID

Table 1: List of targets with comments on technical issues

	Dept No	Measure	Issues
1	DfES 1 + DWP 2	a. "by 2008, 50% of children reach a good level of development at the end of the Foundation stage" b. "reduce inequalities between the level of development achieved by children in the 20% most disadvantaged areas and the rest of England"	Target cannot be measured from published statistics. Baseline is 2005 – aspects of target specification subject to revision once baseline data is available.
2	DfES 2 + DWP 3	a. "increase the stock of Ofsted-registered childcare by 10%" b. "increase the take-up of formal childcare by lower income working families by 50%" c. "introduce by April 2005 a successful light-touch childcare approval scheme"	Data on 'Ofsted-regulated childcare' and 'formal childcare' are from different sources – consistency cannot be guaranteed.
	<i>DfES 3</i>	<i>See target 15.</i>	
	<i>DfES 4</i>	<i>See target 15.</i>	
3	DfES 5	a. "narrow the gap in educational achievement between looked after children and that of their peers" b. "by 2008, 80% of children under 16 who have been looked after for 2.5 or more years will have been living in the same placement for at least 2 years, or are placed for adoption"	Target clearly specified.
4	DfES 6	a. "by 2006, 85% of 11 year olds achieve level 4 or above [in English and maths], with this level sustained to 2008" b. "by 2008, the proportion of schools in which fewer than 65% of pupils achieve level 4 or above [in English and maths] is reduced by 40%"	Target clearly specified.
5	DfES 7	a. "by 2007, 85% of 14 year olds achieve level 5 or above in English, maths and ICT (80% in science) nationally, with this level of performance sustained to 2008" b. "by 2008, in all schools at least 50% of pupils achieve level 5 or above in each of English, maths and science"	Target b. requires 100% of schools to reach a particular level – not realistically attainable.
6	DfES 8	"by 2008, school absence is reduced by 8% compared with 2003"	Target clearly specified.
7	DfES 9 + DCMS 1	a. "the percentage of school children [5 to 16 year olds] in England who spend a minimum of two hours each week on high quality PE and school sport within and beyond the curriculum increases from 25% in 2002 to 75% by 2006 and to 85% in 2008" b. "[as above] to at least 75% in each School Sport Partnership by 2008"	Target is measured for schools in School Sport Partnerships only – Partnerships will not cover all schools until September 2006.

	Dept No	Measure	Issues
8	DfES 10	<p>a. "by 2008, 60% of those aged 16 to achieve the equivalent of 5 GCSEs at grades A* to C"</p> <p>b. "in all schools at least 20% of pupils to achieve this standard by 2004, rising to 25% by 2006 and 30% by 2008"</p>	Target b. requires 100% of schools to reach a particular level – not realistically attainable.
9	DfES 11	<p>a. "increase the proportion of 19 year olds who achieve at least level 2 by 3 percentage points between 2004 and 2006, and a further 2 percentage points between 2006 and 2008"</p> <p>b. "increase the proportion of young people who achieve level 3"</p>	<p>Baseline for target b. will not be known until February 2007.</p> <p>Population denominator for target b. remains to be settled.</p>
10	DfES 12	"reduce the proportion of young people not in education, employment or training by 2 percentage points by 2010"	Target is clearly specified.
11	DfES 13	<p>a. "improve the basic skill levels of 2.25 million adults between the launch of Skills for Life in 2001 and 2010, with a milestone of 1.5 million in 2007"</p> <p>b. "reduce by at least 40% the number of adults in the workforce who lack NVQ2 or equivalent qualifications by 2010 ... 1 million adults to achieve level 2 between 2003 and 2006"</p>	Quality assurance may provide a challenge for data measuring target a.
12	DfES 14	<p>a. "by 2010, increase participation in higher education towards 50% of those aged 18 to 30"</p> <p>b. "make significant progress towards fair access"</p> <p>c. "bear down on rates of non-completion"</p>	Targets for participation and for fair access are not specified precisely.
13	DH 1	<p>a. "by 2010, increase life expectancy at birth in England to 78.6 years for men and to 82.5 years for women"</p> <p>b. "reduce mortality rates from heart disease and stroke and related diseases by at least 40% in people under 75"</p> <p>c. "a 40% reduction in the inequalities gap [for mortality rates from heart disease, etc] between the fifth of areas with the worst health and deprivation indicators and the population as a whole"</p> <p>d. "reduce mortality rates from cancer by at least 20% in people under 75"</p> <p>e. "a 6% reduction in the inequalities gap [for mortality rates from cancer] between the fifth of areas with the worst health and deprivation indicators and the population as a whole"</p> <p>f. "reduce mortality rates from suicide and undetermined injury by at least 20%"</p>	TN requires that an average of data from 2009-2011 be used for the end year, which will delay evaluation.
14	DH 2	<p>a. "reduce health inequalities by 10% by 2010 as measured by infant mortality"</p> <p>b. "[reduce health inequalities by 10% by 2010 as measured by] ... life expectancy at birth"</p>	TN requires that an average of data from 2009-2011 be used for the end year, which will delay evaluation.

	Dept No	Measure	Issues
15	DH 3 + DfES 3 (part d) + DfES 4 (part c) + DCMS 2 (part c)	a. "reduce adult smoking rates to 21% or less by 2010" b. "reduce prevalence [of smoking] among routine and manual groups to 26% or less [by 2010]" c. "halt the rise in obesity among children under 11 by 2010" d. "reduce the under-18 conception rate by 2010"	The target is clearly specified.
16	DH 4	a. "offer a personalised care plan for vulnerable people most at risk" b. "reduce emergency bed days by 5% by 2008"	Measure for target a. is not specified. No details of 'exclusions' for target b. measure.
17	DH 5	"by 2008 no one waits more than 18 weeks from GP referral to hospital treatment"	Target that requires 100% of patients wait 18 weeks or less is not realistically attainable. Complete data to measure target not yet available.
18	DH 6 + AAID 2	a. "increase the participation of problem drug users in drug treatment programmes by 100% by 2008" b. "increase year-on-year the proportion of [problem drug] users successfully sustaining or completing [drug] treatment programmes"	Target coverage should include prisoners but data problems need to be resolved.
19	DH 7	"sustained annual national improvements in NHS patient experience by 2008, as measured by independently validated surveys"	Not clear how information from individual surveys will be combined to arrive at an assessment of overall performance.
20	DH 8	a. "increase the proportion of old people being supported to live in their own home by 1% annually in 2007 and 2008" b. "increase by 2008 the proportion of those supported intensively to live at home to 34% of the total of those being supported at home or in residential care"	Specification of target a. may need to change when data from grant-funded organisations is available.
21	DfT 1	"by 2007-08, make journeys more reliable on the strategic road network"	Target was not defined until July 2005.
22	DfT 2	"improve punctuality and reliability of rail services to at least 85% by 2006, with further improvements by 2008"	The target is clearly specified.
23	DfT 3	a. "by 2010, increase the use of public transport (bus and light rail) by more than 12% in England compared with 2000 levels" b. "growth in [the use of public transport] in every region" [by 2010]	Measurement of target b. will not start until 2008.
24	DfT 4	"by 2010-11, the 10 largest urban areas will meet the congestion targets set in their Local Transport Plan relating to movement on main roads into city centres."	Target was not defined until July 2005. Individual LTP targets remain to be agreed.

	Dept No	Measure	Issues
25	DfT 5	<p>a. “reduce the number of people killed or seriously injured in Great Britain in road accidents by 40% ... by 2010 compared with the average of 1994-98”</p> <p>b. “reduce the number of children killed or seriously injured [in road accidents] by 50% [by 2010 compared with the average of 1994-98]”</p> <p>c. “tackle the significantly higher incidence [of road accident deaths and injuries] in disadvantaged communities”</p>	Target dates and geographical coverage for part c. are completely different from part a. and b. – in effect two separate PSA targets. Wording does not make this clear.
26	DfT 6 + DEFRA 8	“meet the Air Quality Strategy targets for carbon monoxide, lead, nitrogen dioxide, particles, benzene and 1.3 butadiene”	The target is clearly specified.
	DfT 7	See target 65.	
27	ODPM 1	“work with departments to help them meet their PSA floor targets, in particular narrowing the gap in health, education, crime, worklessness, housing and liveability outcomes between the most deprived areas and the rest of England, with measurable improvement by 2010”	Varying target dates for indicators specified in TN mean performance against target may not be easy to assess.
28	ODPM 2 + DTI 7 (parts a, b, c) + HMT 6 (parts a, b, c)	<p>a. “make sustainable improvements in the economic performance of all English regions by 2008”</p> <p>b. “over the long term, reduce the persistent gap in growth rates between the regions”</p> <p>c. “demonstrate progress [in making sustainable improvements in economic performance] by 2006”</p> <p>d. “establish Elected Regional Assemblies in regions which vote in a referendum to have one”</p>	<p>There are measurement issues arising from the lack of regional growth data and use of trend growth.</p> <p>Assessment of target c. is largely through ‘supporting indicators’ and partly judgemental and qualitative.</p>
29	ODPM 3	<p>a. “by 2010, reduce the number of accidental fire-related deaths in the home by 20%”</p> <p>b. “[by 2010, reduce] the number of deliberate fires by 10%”</p>	The end date figure for the target is specified as an average of data for the years 1999-2010.
30	ODPM 4	“by 2008, improve the effectiveness and efficiency of local government in leading and delivering services to all communities”	Ambiguity about the precise measurement of performance against the overall target. Baseline for target is 2005.
31	ODPM 5	“achieve a better balance between housing availability and the demand for housing, including improved availability, in all English regions”	Assessment of overall progress is subjective, as how indicators are to be combined is not specified.
32	ODPM 6	“the planning system to deliver sustainable development outcomes at national, regional and local levels through efficient and high quality planning and development management processes, including achievement of best value standards for planning by 2008”	<p>Assessment of overall progress is subjective, as how indicators are to be combined is not specified.</p> <p>Some indicators not yet specified.</p>
33	ODPM 7	<p>a. “by 2010 bring all social housing into a decent condition with most of this improvement taking place in deprived areas”</p> <p>b. “for vulnerable households in the private sector, including families with children, increase the proportion that live in homes that are in decent condition”</p>	Target a. requires 100% of ‘social housing’ to reach a specific condition. Is this realistically attainable? And can it be measured by a sample survey?

	Dept No	Measure	Issues
34	ODPM 8	"lead the delivery of cleaner, safer, greener public spaces and improvement of the quality of the built environment in deprived areas and across the country, with measurable improvement by 2008"	Measurement of target in relation to 'deprived areas' is not precisely stated. Some subsidiary targets are not fully specified.
35	HO 1 + CJS 1	a. "reduce crime by 15% [by 2007-08] b. "[reduce crime] further in high crime areas, by 2007-08"	The target is clearly specified.
36	HO 2 + DCA 2 + CPS 2 + CJS 2	a. "reduce [the public's] fear of crime" b. "build confidence in the criminal justice system without compromising fairness"	The target is clearly specified.
37	HO 3 + DCA 1 + CPS 1 + CJS 3	"increase the number of crimes for which an offender is brought to justice to 1.25 million by 2007-08"	The target is clearly specified.
38	HO 4 + AAID 1	a. "reduce the harm caused by illegal drugs" b. "substantially increase the number of drug misusing offenders entering treatment through the criminal justice system"	Reporting of Drug Harm Index (measure for target a.) is not yet on a timely basis.
39	HO 5 + DCA 3	"reduce unfounded asylum claims"	The target is clearly specified.
40	HO 6	"increase voluntary and community engagement, especially amongst those at risk of social exclusion"	Data for one element of target from new surveys – little known about data quality.
41	HO 7	a. "reduce race inequalities" b. "build community cohesion"	Baseline for target b. set for a future year.
	DCA 1	See target 37.	
	DCA 2	See target 36.	
	DCA 3	See target 39.	
42	DCA 4	"by 2009-10, increase the proportion of care cases being completed in the courts within 40 weeks by 10%"	The target is clearly specified.
43	DCA 5	a. "increasing advice and assistance to help people resolve their disputes earlier and more effectively" b. "increasing the opportunities for people involved in court cases to settle their disputes out of court" c. "reducing delays in resolving those disputes that need to be decided by the courts"	The reporting period for survey results that measure success for target a. is not clear.
	CPS 1	See target 37.	
	CPS 2	See target 36.	

	Dept No	Measure	Issues
44	MOD 1	"achieve the objectives established by ministers for operations and military tasks in which the United Kingdom's Armed Forces are involved, including those providing support to our civil communities"	The target is to achieve objectives established by Ministers – but it is not stated what those objectives are. This makes evaluation of performance difficult and not transparent.
45	MOD 2 + FCO 3 + DfID 5	"by 2007-08, improved effectiveness of UK and international support for conflict prevention ... where the UK can make a significant contribution, in particular Africa, Asia, the Balkans and the Middle East"	Targets are mostly qualitative.
46	MOD 3	"generate forces, which can be deployed, sustained and recovered at the scales of effort required to meet the Government's strategic objectives"	Assessment process is internal to MOD, but has been audited by NAO.
47	MOD 4 + FCO 5	"play a leading role in the development of the European security agenda, and enhance capabilities to undertake timely and effective security operations, by successfully encouraging: <ul style="list-style-type: none"> <li>• a more efficient and effective NATO</li> <li>• a more efficient and effective ESDP</li> <li>• and enhanced European defence capabilities</li> </ul>	Proper scrutiny of this target is not possible as much detailed information is withheld on security grounds.
48	MOD 5	"recruit, train, motivate and retain sufficient military personnel to provide the military capability necessary to meet the Government's strategic objectives"	Some ambiguity as to whether Services need to stay within manning balance thresholds throughout period to 2008 for target to be met.
49	MOD 6	"deliver the equipment programme to cost and time"	The target is clearly specified.
50	FCO 1	"deter, check and roll back programmes for the development of WMD and related delivery systems in countries of concern, and ... reduce the supply of, and demand, for such weapons world-wide"	All scorecard measures are qualitative.
51	FCO 2	"reduce the risk from international terrorism so that UK citizens can go about their business freely and with confidence"	All scorecard measures are qualitative.
	FCO 3	See target 45.	
52	FCO 4	"a reformed and effective (post-enlargement) EU, as measured by progress towards achieving UK policy priorities including a robust and effective CFSP which complements NATO"	All scorecard measures are qualitative with one partial exception.
	FCO 5	See target 47.	
53	FCO 6 + DTI 8	a. "by 2008, deliver a measurable improvement in the business performance of UK Trade & Investment's international trade customers, with an emphasis on new to export firms"  b. "maintain the UK as the prime location in the EU for foreign direct investment"	There is some ambiguity in the specification for one indicator.

	Dept No	Measure	Issues
54	FCO 7	“increase understanding of, and engagement with, Islamic countries and communities and ... work with them to promote peaceful political, economic and social reform”	All scorecard measures are qualitative.
55	FCO 8	“promote sustainable development, underpinned by democracy, good governance and human rights, particularly through effective delivery of programmes in these and related fields”	Data sources for assessing progress not always made clear.
56	FCO 9	a. “effective and efficient consular ... services, as measured by specific underlying targets” b. “effective and efficient ... entry clearance services, as measured by specific underlying targets”	Timescales for targets not clearly specified. Some data to be collected through new sample survey with no track record.
57	DfID 1	“Progress towards the MDGs in 16 key countries in Africa”: a. “a reduction of 4 percentage points in the proportion of people living in poverty across the entire region, against the 1999 baseline” b. “an increase in primary school enrolment by 18 percentage points and an increase in the ratio of girls to boys enrolled in primary schools by 5 percentage points, both against their 2000 baseline” c. “a reduction in under-5 mortality rates for girls and boys by 8 per 1000 live births, against the 2000 baseline, and an increase in proportion of births assisted by skilled birth attendants by 11 percentage points, against the 2000 baseline” d. “a reduction in the proportion of 15-24 year old pregnant women with HIV” e. “enhanced partnership at the country and regional level, especially through the G8, to increase the effectiveness of aid and ensure that international policies support African development”	Baseline for target d. not clear. No measurable indicators for target e. Quality of international data is difficult to verify.
58	DfID 2	“Progress towards the MDGs in 9 key countries in Asia”: a. “a reduction in the proportion of people living in poverty of 5% points in East Asia and the Pacific and of 8% points in South Asia, both against their 1999 baseline” b. “an increase in net primary school enrolment by 8% points and an increase in the ratio of girls to boys by 5% points, both against their 2000 baseline” c. “a reduction in under-5 mortality rates for girls and boys by 24 per 1000 live births and an increase of 15% points in the proportion of births assisted by skilled birth attendants, both against their 2000 baseline” d. “prevalence rates of HIV infection in vulnerable groups being below 5%; a tuberculosis detection above 70% and a tuberculosis cure treatment rate greater than 85%”	Some data for target d. has limited coverage in key countries. Quality of international data is difficult to verify.

	Dept No	Measure	Issues
59	DfID 3 Parts b and c are also parts of HMT 8 (target 93)	<p>"improved effectiveness of the multilateral system":</p> <p>a. "...increase the proportion of EC official development assistance (ODA) to low-income countries from its 2000 baseline figure of 38% to 70% by 2008"</p> <p>b. "90% of all eligible Heavily Indebted Poor Countries committed to poverty reduction that have reached Decision Point by end 2005 receive irrevocable debt relief by 2008"</p> <p>c. "international partners work effectively with poor countries to make progress towards the United Nations 2015 Millennium Development Goals"</p> <p>d. "improved effectiveness of United Nations agencies and the humanitarian aid system"</p>	<p>Many indicators for targets c. and d. are qualitative.</p> <p>Quality of international data is difficult to verify.</p>
60	DfID 4 + DTI 5 Part of target (on CAP support) forms part b of Target 73 (DEFRA 5)	<p>"... significant reductions in EU and world trade barriers by 2008, leading to improved opportunities for developing countries and a more competitive Europe"</p>	<p>Measurement involves complex calculations of average tariffs by one of departments involved.</p> <p>Part of target will need rethinking if Doha round is not 'successful'.</p> <p>Data to be used for some measures of success not fully specified.</p>
	<i>DfID 5</i>	<i>See target 45.</i>	
61	DfID 6	<p>a. "ensure that the proportion of DfID's bilateral programme going to low-income countries is at least 90% over the period 2005-08 ..."</p> <p>b. "...achieve a sustained increase in the index of DfID's bilateral projects evaluated as successful"</p>	<p>Measurement against target dependent entirely on internal management information systems.</p> <p>There is some ambiguity of measurement of target b.</p>
62	DTI 1 + HMT 4	<p>a. "demonstrate further progress by 2008 on ... raising the rate of productivity growth over the cycle"</p> <p>b. "... [demonstrate further progress by 2008 on] improving competitiveness and narrowing the gap with our major industrial competitors"</p>	<p>Basing targets on trends can be problematic. It is difficult to date economic cycle turning points until years later so measurement delayed.</p> <p>HMT are joint owner and provide critical data (on cycle) for assessment.</p>
63	DTI 2	<p>"improve the relative international performance of the UK research base and increase the overall innovation performance of the UK economy making continued progress to 2008"</p>	<p>No indicators specified yet for one of 'attributes' of target.</p> <p>Long time lag for some data so performance being measured on out-of-date data.</p> <p>Some international data sources not fully specified.</p>

	Dept No	Measure	Issues
64	DTI 3	"promote fair competitive markets by ensuring that the UK framework for competition and for consumer empowerment and support is at the level of the best by 2008, measuring the effectiveness of the regime through international comparisons, supported by a broader evidence base"	A significant role is given to results from new research only recently started. Measurement of success against target is vague in a number of places.
65	DTI 4 + DfT 7 (part a) + DEFRA 2 (part a) + DEFRA 7 (part c)	a. "reduce greenhouse gases to 12.5% below 1990 levels in line with our Kyoto commitment and move towards a 20% reduction in carbon dioxide emissions below 1990 levels by 2010, through measures including energy efficiency and renewables" b. "maintain the reliability of energy supplies" c. "eliminate fuel poverty in vulnerable households in England by 2010 in line with the Government's Fuel Poverty Strategy objective" d. "ensure the UK remains in the top three most competitive energy markets in the EU and G7"	'Move towards' formulation of carbon dioxide part of target a. is imprecise. Timing for target d. is unclear.
	<i>DTI 5</i>	<i>See target 60.</i>	
66	DTI 6	a. "an increase in the number of people considering going into business" b. "an improvement in the overall productivity of small firms" c. "more enterprise in disadvantaged communities"	It is difficult to date economic cycle turning points until years later so measurement of target c. may be delayed. Timing for target c. is unspecified.
	<i>DTI 7</i>	<i>See target 28.</i>	
	<i>DTI 8</i>	<i>See target 53.</i>	
67	DTI 9	"by 2008, working with other departments, bring about measurable improvements in gender equality across a range of indicators"	Most targets led by other departments; not clear how overall performance will be assessed.
68	DTI 10	"by 2008, promote ethnic diversity, cooperative employment relations and greater choice and commitment in the workplace, while maintaining a flexible labour market"	Data sources for three of the five sub-targets (various occasional surveys) are new and/or untested.
69	DTI 11	a. "reduce the civil nuclear liability by 10% by 2010" b. "deliver annual 2% efficiency gains from 2006-07" c. "ensure successful competitions have been completed for the management of at least 50% of UK nuclear sites by end 2008"	Targets not operative until 2005-06, so baselines for targets a. and b. are in the future.
70	DEFRA 1	a. "achievement of positive trends in the Government's headline indicators of sustainable development" b. "progress [by the UK] towards delivering the World Summit on Sustainable Development commitments, notably in the areas of sustainable development and production, chemicals, biodiversity, oceans, fisheries and agriculture" c. "progress towards internationally agreed commitments to tackle climate change"	Not specified how overall performance will be measured, both for targets a. and b. separately and for overall PSA target. No target date for assessment of performance for targets a. and b. No measurable targets for target c. other than event milestones.
	<i>DEFRA 2</i>	<i>See target 65.</i>	

	Dept No	Measure	Issues
71	DEFRA 3	<p>a. "reverse the long-term decline in the number of farmland birds by 2020, as measured annually against underlying trends"</p> <p>b. "bring into favourable condition by 2010 95% of all nationally important wildlife sites"</p>	Target a. has long timescale; use of trends for measurement will delay assessment against target further.
72	DEFRA 4	<p>a. "reduce the gap in productivity between the least well performing quartile of rural areas and the English median by 2008, demonstrating progress by 2006"</p> <p>b. "improve the accessibility of services for people in England's rural areas"</p>	<p>Unlikely that some concept of rural areas is being used consistently through all indicators for target b.</p> <p>DEFRA is responsible for target b. but not for any of the nine services to which the indicators relate.</p>
73	DEFRA 5 Part b is also part of target 60 (DfID 4 and DTI 5)	<p>a. "deliver more customer-focused, competitive and sustainable farming and food industries"</p> <p>b. "secure further progress via CAP and WTO negotiations in reducing CAP production-linked support"</p>	<p>No targets yet for three out of four target a. indicators.</p> <p>Complex calculations of average tariffs needed for target b. are undertaken by DEFRA – the department responsible for the target.</p>
74	DEFRA 6	"enable at least 25% of household waste to be recycled or composted by 2005-06, with further improvement by 2008"	TN does not give precise definition of 'further improvement' by 2008.
	DEFRA 7	See target 65.	
	DEFRA 8	See target 26.	
75	DEFRA 9	<p>"To improve the health and welfare of kept animals, and protect society from the impact of animal diseases, through ..."</p> <p>a. "sharing the management of risk with industry"</p> <p>b. "... a reduction in the prevalence of scrapie infection (from 0.33% to 0.20%) by 2010"</p> <p>c. "a reduction in the number of cases of BSE detected by both passive and active surveillance to less than 60 in 2006, with the disease being eradicated by 2010"</p> <p>d. "a reduction in the spread of bovine TB to new parishes to below the incremental trend of 17.5 confirmed new incidents per annum by the end of 2008"</p>	<p>No data as yet for target a.</p> <p>Some questions about data for target b.</p>
	DCMS 1	See target 7.	
	DCMS 2	See target 15.	

	Dept No	Measure	Issues
76	DCMS 3	a. "by 2008 ... increase the number [from priority groups] who participate in active sports at least twelve times a year by 3%, and increase the number who engage in at least 30 minutes moderate intensity level sport at least three times a week by 3%" b. "[by 2008] ... increase the number [from priority groups] who participate in an arts activity at least twice a year by 2%, and increase the number who attended arts events at least twice a year by 3%" c. "[by 2008] ... increase the number [from priority groups] accessing museums and galleries collections by 2%" d. "[by 2008] ... increase the number [from priority groups] visiting designated historic environment sites by 3%"	Data from new survey. No figures yet available.  No data for baselines yet available so not clear how target percentages were chosen.
77	DCMS 4	"by 2008, improve the productivity of the tourism, creative and leisure industries"	Measurement uses 'low level results' from a sample survey, but not taken into account in target setting.
78	DWP 1 + HMT 7  (part a)	a. "halve the number of children in relative low-income households between 1998-99 and 2010-11, on the way to eradicating child poverty by 2020" b. "reduce the proportion of children living in workless households by 5% between Spring 2005 and Spring 2008" c. "increase the proportion of Parents with Care on Income Support and income-based Jobseeker's Allowance who receive maintenance for their children to 65% by March 2008"	TN for target a. sets out three 'tiers' of measures of child poverty – but the PSA target includes a quantitative target for only one of these measures.
	DWP 2	See target 1.	
	DWP 3	See target 2.	
79	DWP 4 + HMT5 (part a)	"over the three years to Spring 2008, and taking account of the economic cycle": a. "demonstrate progress on increasing the employment rate" b. "increase the employment rate of disadvantaged groups (lone parents, ethnic minorities, people aged 50 and over, those with the lowest qualifications and those living in the local authority wards with the poorest initial labour market position); and significantly reduce the difference between the employment rates of the disadvantaged groups and the overall rate"	Not stated precisely how the economic cycle will be taken into account in assessing the trend in the employment rate over the target period.
80	DWP 5	"by 2008, improve health and safety outcomes ... through progressive improvement in the control of risks in the workplace"	Use of more than one data source for some targets means data conflicts possible – resolving these will introduce an element of qualitative judgement into the assessment.

	Dept No	Measure	Issues
81	DWP 6	"by 2008, be paying Pension Credit to at least 3.2 million pensioner households, while ...ensuring that at least 2.2 million of these are in receipt of the Guarantee Credit"	The target is clearly specified.
82	DWP 7	a. "by 2008, 15.4 million individuals are regularly issued a pensions forecast" b. "[by 2008] 60,000 pension traces are undertaken a year"	Measurement is entirely from departmental management information.
83	DWP 8	"Over the three years to March 2008:" a. "remove barriers to [the] participation [of disabled people] in society ... through increasing awareness of the rights of disabled people" b. "increase the employment rate of disabled people, taking account of the economic cycle, and significantly reduce the difference between their employment rate and the overall rate, taking account of the economic cycle"	Not stated precisely how the economic cycle will be taken into account in evaluating performance against part b. of this target.
84	DWP 9	a. "reduce the average time taken to process a Housing Benefit claim to no more than 48 days nationally and across the bottom 15% of Local Authorities to no more than 55 days, by March 2008" b. "increase the number of cases in the deregulated private rented sector in receipt of Local Housing Allowance to 740,000 by 2008" c. "increase the number of cases in receipt of the Local Housing Allowance where the rent is paid directly to the claimant to 470,000 by 2008"	Some questions over how performance against Local Housing Allowance targets will be measured.
85	DWP 10	"reduce overpayments from fraud and error in Income Support and Jobseekers' Allowance and in Housing Benefit"	Baselines for some sub-targets are set for a future year.
86	NIO 1	a. "increase confidence in the police throughout all parts of the community in Northern Ireland by 3% by April 2008, to be measured by a composite suite of measures on public views on the fairness and effectiveness of the police and policing arrangements" b. "increase the Catholic representation in the police service to 30% by 2010 as proposed by Patten with an interim target of 18.5% by March 2006"	Change of data source for 2 of 7 indicators introduces potential discontinuity into composite indicator time series.
87	NIO 2	"increase confidence in the criminal justice system throughout all parts of the community in Northern Ireland by 3% by April 2008 to be measured by a composite suite of measures on public views on the fairness and effectiveness of the criminal justice system"	Target clearly specified.
88	NIO 3	a. "reduce domestic burglary by 2% by April 2005 and by 15% by April 2007" b. "reduce theft of and from vehicles by 6% by April 2005 and by 10% by April 2007" c. "by April 2008, reduce the rate of reconviction by 5% compared too the predicted rate"	Target clearly specified.

	Dept No	Measure	Issues
89	NIO 4	"ensure that the annual cost per prisoner place in Northern Ireland falls to £82,500 by 2007-08, with interim targets of £86,290 for 2005-06 and £85,250 for 2006-07"	Target clearly specified.
90	HMT 1	"demonstrate by 2008 progress on the Government's long-term objective of raising the trend rate of growth over the economic cycle, by at least meeting the Budget 2004 projection"	Some problems with the use of trend data, based on analysis of the economic cycle, as basis for target.
91	HMT 2	"inflation to be kept at the target as specified in the remit sent by the Chancellor of the Exchequer to the Governor of the Bank of England (provisionally 2% for the 12-month increase in the Consumer Price Index)"	Criteria for success not well defined. Chancellor retains power to reset this target at will.
92	HMT 3	a. "over the economic cycle, maintain public sector net debt below 40% of GDP" b. "[over the economic cycle, maintain] ... the current balance in balance or surplus"	Specification of measurement for target b. is complex. Uncertainty about dating of economic cycle means timing for measuring performance against target b. is not clear. Dates for economic cycle decided by HMT.
	HMT 4	See target 62.	
	HMT 5	See target 79.	
	HMT 6	See target 28.	
	HMT 7	See target 78.	
93	HMT 8 parts b and c are also parts of DfID 3 (target 59)	"promote increased global prosperity and social justice..." a. "increase the number of countries successfully participating in the global economy on the basis of a system of internationally agreed and monitored codes and standards" b. "90% of all eligible Heavily Indebted Poor Countries committed to poverty reduction that have reached Decision Point by end 2005 receive irrevocable debt relief by 2008" c. "international partners work effectively with poor countries to make progress towards the United Nation 2015 Millennium Development Goals" d. "work with our European partners to achieve structural reform in Europe, demonstrating progress towards the Lisbon goals by 2008"	Measurement of target a. is imprecisely specified Many indicators for target c. are qualitative. Target d. not fully specified.
94	HMT 9 + CO 1 (part a)	a. "work with departments to help them meet their PSA targets ... [keeping within the fiscal rules]" b. "[and their] efficiency targets amounting to £20 billion a year by 2007-08, keeping within the fiscal rules"	Some issues around how – and when – 'success' will be measured for target a.
95	HMT 10	"deliver a further £3 billion saving by 2007-08 in central government civil procurement"	Complex rules (though NAD approved) for measuring 'value for money gains'.

	Dept No	Measure	Issues
96	HMRC 1	"by 2007-08. reduce the scale of VAT losses to no more than 11% of the theoretical VAT liability"	Question about future publication of estimates of VAT liability and VAT losses.
97	HMRC 2	a. "by 2007-08 reduce the illicit market share for cigarettes to no more than 13%" b. "by 2007-08, reduce the illicit market share for spirits by at least half" c. "by 2007-08, hold the illicit market share for oils in England, Scotland and Wales to no more than 2%"	No baseline set for target b. (spirits). No details in TN for measurement and data of target c. (oils).
98	HMRC 3	"by 2007-08, reduce underpayment of direct tax and National Insurance Contributions by at least £3.5 billion a year"	No external input to assessment of performance – internal assessment using data from department's management systems.
99	HMRC 4	"by 2007-08 increase the percentage of Self Assessment returns filed on time to at least 93%"	Target clearly specified.
	CO 1	See target 94.	
100	CO 2	a. "by April 2008 ... build the capacity of the Civil Service to deliver the Government's priorities by improving leadership, skills and diversity" b. "on diversity, meet the specific targets: <ul style="list-style-type: none"> <li>• 37% women in the SCS</li> <li>• 30% women in top management posts</li> <li>• 4% ethnic minority staff in the SCS</li> <li>• 3.2% disabled staff in the SCS</li> </ul>	Not stated how various indicators will be combined in order to arrive at an overall assessment of performance against the target.
101	CO 3	"by April 2008, ensure departments deliver better regulation and tackle unnecessary bureaucracy in both the public and private sectors"	Assessment of success against the target is partly qualitative.
	CJS 1	See target 35.	
	CJS 2	See target 36.	
	CJS 3	See target 37.	
	AAID 1	See target 38.	
	AAID 2	See target 18.	
102	AAID 3	"reduce the use of Class A drugs and the frequent use of any illicit drug among all young people under the age of 25, especially among the most vulnerable young people"	Meaning of 'vulnerable' is imprecise – coverage of 'vulnerable' groups differs between two data sources.

## Annex B: Summary of 2004 PSA targets

### Explanation of table

This Annex presents, in the form of a table, a summary of the main features of the measures used for the individual PSA targets set in the 2004 Spending Review. More detail is provided in Annex C, which consists of a series of short notes on each of the 102 targets. The entries in each column of the table are described below.

#### Department number

This column gives the department(s) responsible for each target and the target's number in that department's PSA. (Annex A has a list of PSAs.) Where two or more departments are listed, the target is a joint one. In some cases, a department may be (jointly) responsible for only part of a target – this is indicated.

#### Measure

This column provides a very brief description of each target and sub-target.

#### Type of measure

This column indicates whether the measure of a target is quantitative (**N**), qualitative (**Q**) or the occurrence of a specified event(s) (**E**). The vast majority of targets are quantitative.

#### Complexity of target

This column gives an indication of the complexity of measurement of each target and sub-target:

- A **simple** target has a single measure.
- **Multiple** targets involve two or more measures.
- A **comparative** target involves the comparison of one measure with another.
- A target may be measured by a basket of **indicators**, each of which may have its own associated target.
- In a few cases, measurement of the target is **not specified** in the Technical Note.

This column also indicates where a target is measured by a **multi-year average** and/or a trend, rather than by a single year's outturn; where a simple target has been set for an **index** that involves a complex calculation; and where some or all of the indicators specified are **qualitative**.

#### Data source

This column indicates the type of data source used for measurement of the target. Data sources for measuring targets can be:

- National Statistics (**NS**)
- **Other** (non-NS) published statistics and data

- Departmental management information (**MI**)
- Occasional and ad hoc **surveys**, with a frequency less than annual (and which therefore are not regular statistical data sources). This includes new surveys established for the specific purpose of measuring the target
- International data and statistics (**Int**).

### Availability

This column shows whether or not the data required to measure the target are **published** independently of assessment of performance against the target. Options are:

- **Published** – the data are released separately in a statistical release or in survey results, or are publicly available in some other way
- **PSA reporting** – the data are/will be published when the department reports performance against PSA targets in its departmental report and/or Autumn performance report (also in the summary monitoring of performance against targets available on the Treasury website)
- **Departmental assessment** – assessment of performance against this target will involve a substantial degree of subjective judgement by the department (eg because some or all of the indicators are qualitative).

### Target date and timeliness

This shows the target date for each target and sub-target, and gives an indication as to how soon following the end of that time period the data needed to measure outturn against the target are expected to be available. Most targets are measured by annual data, which can relate either to the calendar year (**CY**), or to the financial year (**FY** – April to March), or in the education area to the academic year (**AY** – September to August).

[NB Financial year and academic year dates are referred to in this column by the calendar year in which the last month of the year falls. So, for example, 2008 FY refers to financial year 2007-08 ending in March 2008, and 2008 AY to the academic year 2007-08 ending in August 2008.] In a few cases, the target date is for a specific quarter (**Q**), rather than a year. [NB Most of the cases where a quarterly target has been set involve data from the Labour Force Survey (LFS), and are for the Spring quarter (March to May) – this is recorded here as **Q2**.]

Table 2: Summary of 2004 PSA targets<sup>1</sup>

	Dept no	Measure	Type	Complexity of target	Data source	Availability	Target date & timeliness
1	DfES 1 + DWP 2	a. Foundation stage level	N	Simple	Other	PSA reporting	2008 AY; <6 months
		b. Foundation stage inequalities	N	Comparative	Other	PSA reporting	2008 AY; <6 months
2	DfES 2 + DWP 3	a. Ofsted registered childcare	N	Simple	Other	Published	2008 FY; <6 months
		b. Formal childcare take-up	N	Simple 2 year average	NS	PSA reporting	2008 FY; <1 year
		c. Childcare approval scheme	N+E	Indicators, including Es	MI	PSA reporting	2008 FY; Not specified
3	DfES 5	a. Looked after children – attainment	N	Indicators, comparative	NS	PSA reporting	2008 AY; <1 year
		b. Looked after children – stability	N	Simple	NS	PSA reporting	2008 FY; <1 year
4	DfES 6	a. Key stage 2 performance	N	Simple	NS	Published	2008 AY; <6 months
		b. Key stage 2 floor target	N	Multiple	Other	Published	2008 AY; <6 months
5	DfES 7	a. Key stage 3 performance	N	Simple	NS	Published	2008 AY; <6 months
		b. Key stage 3 floor target	N	Multiple	Other	Published	2008 AY; <6 months
6	DfES 8	School absence	N	Simple	NS	Published	2008 AY; <6 months
7	DfES 9 + DCMS 1	a. PE & school sport time	N	Simple	Survey	Published	2008 AY; <6 months
		b. PE/school sport floor target	N	Multiple	Survey	Published	2008 AY; <6 months
8	DfES 10	a. GCSEs performance	N	Simple	NS	Published	2008 AY; <6 months
		b. GCSEs floor target	N	Multiple	Other	Published	2008 AY; <6 months
9	DfES 11	a. 19s reaching level 2	N	Simple	NS	Published	2008 AY; <6 months
		b. 19s reaching level 3	N	Simple	NS	Published	2008 AY; <6 months
10	DfES 12	Young people unemployed	N	Simple	NS	Published	2010 CY; <6 months

<sup>1</sup> **N** = Numerical, quantitative **Q** = Qualitative (ie not quantitative) **NS** = from a National Statistics source  
**Other** = a non-National Statistics source **MI** = an internal departmental Management Information source  
**Svy** = Survey(s) **Int** = International **DE** = Discrete event **E** = Event **Es** = Events **Not spec** = Not specified

	Dept no	Measure	Type	Complexity of target	Data source	Availability	Target date & timeliness
11	DfES 13	a. Adult basic skills total	N	Simple	MI	PSA reporting	2010 CY; <6 months
		b. Adults with NVQ2+	N	Multiple	NS	Published	2010 CY; <6 months
12	DfES 14	a. HE participation rate	N	Simple	NS	Published	2010 AY; <1 year
		b. HE fair access progress	N	Multiple	Other	PSA reporting	2010 AY; <6 months
		c. HE non-completion rate	N	Simple	Other	Published	2010 AY; <6 months
13	DH 1	a. Life expectancy	N	Simple, 3 year avge	NS	Published	2010 CY; 1-2 years
		b. Heart disease mortality	N	Simple, 3 year avge	NS	Published	2010 CY; 1-2 years
		c. Heart disease inequalities	N	Comp, 3 year avge	NS	PSA reporting	2010 CY; 1-2 years
		d. Cancer mortality	N	Simple, 3 year avge	NS	Published	2010 CY; 1-2 years
		e. Cancer inequalities	N	Comp, 3 year avge	NS	PSA reporting	2010 CY; 1-2 years
		f. Suicide mortality	N	Simple, 3 year avge	NS	Published	2010 CY; 1-2 years
14	DH 2	a. Inequality infant mortality	N	Comp, 3 year avge	NS	Published	2010 CY; 1-2 years
		b. Inequality life expectancy	N	Comp, 3 year avge	NS	Published	2010 CY; 1-2 years
15	DH 3 + DfES 3 (part) + DfES 4 (part) + DCMS 2 (part)	a. Adult smoking total	N	Simple	NS	Published	2011 FY; 1-2 years
		b. Adult smoking manuals	N	Simple	NS	Published	2011 FY; 1-2 years
		c. Obesity in children	N	Simple, 3 year avge	NS	Published	2010 CY; 1-2 years
		d. Under-18 conception rate	N	Simple	NS	Published	2010 CY; 1-2 years
16	DH 4	a. Personalised care plans	N	Not spec	Not specified	Not specified	Not specified
		b. Emergency bed days	N	Simple	Other	Published	2008 FY; <1 year
17	DH 5	Waiting times	N	Simple	NS + other	PSA reporting	2008 CY; <6 months
18	DH 6 + AAID 2	a. Drug treatment participation	N	Simple	NS	Published	2008 FY; <1 year
		b. Drug treatment success	N	Simple	NS	Published	2008 FY; <1 year

	Dept no	Measure	Type	Complexity of target	Data source	Availability	Target date & timeliness
19	DH 7	NHS patient experience	N	Indicators	Survey	PSA reporting	2008 FY; Not specified
20	DH 8	a. Old people home support b. Intensive home support	N N	Simple Simple	NS NS	Published Published	2008 FY; <1 year 2008 FY; <1 year
21	DfT 1	Inter-urban congestion	N	Simple	Other	PSA reporting	2008 FY; <6 months
22	DfT 2	Rail services punctuality	N	Simple	Other	Published	2008 FY; <6 months
23	DfT 3	a. Public transport use level b. Public transport use regions	N N	Simple Multiple	NS NS	Published Published	2011 FY; <6 months 2011 FY; <1 year
24	DfT 4	Urban congestion	N	Multiple	Other	PSA reporting	2011 FY; <1 year
25	DfT 5	a. Road accidents b. Road accidents children c. Accidents disadvantaged communities	N N N	Simple Simple Comparative	NS NS NS	Published Published PSA reporting	2010 CY; <6 months 2010 CY; <6 months 2005 CY; <1 year
26	DfT 6 + DEFRA 8	Air quality targets	N	Multiple	Other	Published	2010 CY; <6 months
27	ODPM 1	Social exclusion gaps	N	Indicators inc comp	NS + other	Published	Various; Various
28	ODPM 2 + DTI 7 (part) + HMT 6 (part)	a. Regional growth rates b. Comparative growth rates c. Economic performance d. Regional assemblies	N N N + Q E	Multiple, use trends Comp, use trends Indicators, inc qual Simple	Other Other NS, Other, Mgt MI	Published Published Departmental assessment Departmental assessment	2008 CY; 1-2 years 2008 CY; 1-2 years 2006 CY; not spec 2008 FY; <6 months
29	ODPM 3	a. Fire-related deaths b. Deliberate fires	N N	Multi, 11& 5yr averages Simple	NS NS	Published Published	2010 FY; <1 year 2010 FY; <1 year
30	ODPM 4	LG effectiveness & efficiency	N	Indicators	Other	PSA reporting	2008 FY, < 1 year
31	ODPM 5	Housing supply/demand	N	Indicators	NS + other	PSA reporting	Various; <6 months

	Dept no	Measure	Type	Complexity of target	Data source	Availability	Target date & timeliness
32	ODPM 6	Sustainable development	N	Indicators	NS + Other	PSA reporting	Various; <1 year
33	ODPM 7	a. Social housing condition b. Housing vulnerable households	N N	Simple + Comp targets Simple	Other Other	PSA reporting Published	2011 FY; 1-2 years (main) 2011 FY; 1-2 years
34	ODPM 8	Public spaces deprived areas	N	Indicators, multiple	NS + Other	PSA reporting	2008 FY; <1 year
35	HO 1 + CJS 1	a. Reduce crime b. Crime in deprived areas	N N	Simple Comparative	NS NS	Published Published	2008 FY; <6 months 2008 FY; <6 months
36	HO 2 + DCA 2 + CPS 2 + CJS 2	a. Fear of crime b. Confidence in CJS	N N	Multiple Multiple	NS NS + Survey	Published Published	2008 FY; <6 months 2008 FY; <1 year
37	HO 3 + DCA 1 + CPS 1 + CJS 3	Number of convictions	N	Simple	NS	Published	2008 FY; <1 year
38	HO 4 + AAID 1	a. Harm caused by illegal drugs b. Drug offenders into treatment	N N	Simple Simple	Other MI	PSA reporting PSA reporting	2008 FY; <1 year 2008 FY; <6 months
39	HO 5 + DCA 3	Unfounded asylum claims	N	Simple	NS	Published	2008 FY; <6 months
40	HO 6	Voluntary engagement	N	Multiple	Survey	PSA reporting	2007 FY; <1-2 years
41	HO 7	a. Race inequalities b. Community cohesion	N N	Indicators Indicators	Survey Survey	PSA reporting PSA reporting	2007 CY; <1 year 2007 CY; <1 year
42	DCA 4	Care cases completion time	N	Multiple	MI	PSA reporting	2010 FY; Not specified
43	DCA 5	a. Legal advice & assistance b. Out of court settlements c. Court proceedings delays	N N N	Simple Simple Simple	Survey MI MI	PSA reporting PSA reporting PSA reporting	2008 FY; Not specified 2008 FY; <6 months 2008 FY; <6 months

	Dept no	Measure	Type	Complexity of target	Data source	Availability	Target date & timeliness
44	MOD 1	Military operations objectives	Q	Indicators (qual)	MI	Departmental assessment	Not specified
45	MOD 2 + FCO 3 + DfID 5	Conflict prevention support	Q + N	Indicators, most qual	MI + int	Departmental assessment	2008 FY; Not specified
46	MOD 3	Deployment of forces	N	Multiple	MI	PSA reporting	2008 CY; Not specified
47	MOD 4 + FCO 5	European security agenda	Q	Indicators (qual)	MI	Departmental assessment	Not specified
48	MOD 5	Military personnel	N	Multiple	NS + MI	PSA reporting	2006 FY; <6 months
49	MOD 6	Defence equipment programme	N	Multiple	MI	PSA reporting	2008 FY; <6 months
50	FCO 1	WMD and delivery systems	Q	Indicators (qual)	Not specified in TN <sup>2</sup>	Departmental assessment	Not specified
51	FCO 2	International terrorism risk	Q	Indicators (qual)	Not specified in TN <sup>2</sup>	Dept assessment	Not specified
52	FCO 4	Reformed & effective EU	Q	Indicators (qual)	Not specified in TN <sup>2</sup>	Dept assessment	Not specified
53	FCO 6 + DTI 8	a. UKTI customers business perf b. Foreign direct investment	N N	Multiple Multiple	MI, Survey MI + Int	PSA reporting PSA reporting	2008 FY; Not specified 2008 FY; Not specified
54	FCO 7	Islamic countries engagement	Q	Indicators (qual)	Not specified in TN <sup>2</sup>	Departmental assessment	Not specified
55	FCO 8	Democracy governance rights	N + Q	Indicators, inc qual	Intl + MI	PSA reporting	2008 FY; Not specified
56	FCO 9	Consular & entry clearance	N	Indicators	MI, Survey	PSA reporting	2008 FY; Not specified
57	DfID 1	a. Poverty in Africa b. School enrolment Africa c. Infant mortality Africa d. HIV pregnant women Africa e. Aid effectiveness Africa	N N N N E + Q	Simple Multiple Multiple Simple Indicators (qual)	Int Int Int Int Int	Published (intl) Published (intl) Published (intl) Published (intl) PSA reporting	2008 CY; >2 years 2008 CY; 1-2 years 2008 CY; 1-2 years 2008 CY; <1 year 2008 CY; Not specified

<sup>2</sup> Details of data sources to be published in FCO annual performance report – see Annex C.

	Dept no	Measure	Type	Complexity of target	Data source	Availability	Target date & timeliness
58	DfID 2	a. Poverty in E Asia/ Pcf, S Asia	N	Multiple	Int	Published (intl)	2008 CY; >2 years
		b. School enrolment Asia	N	Multiple	Int	Published (intl)	2008 CY; 1-2 years
		c. Infant mortality Asia	N	Multiple	Int	Published (intl)	2008 CY; 1-2 years
		d. HIV prevalence, TB cure Asia	N	Multiple	Int	Published (intl)	2008 CY; 1-2 years
59	DfID 3	a. EC ODA low-income proportion	N	Simple	Int	Published (intl)	2008 CY; 1-2 years
		b. HIPC debt relief	N	Simple	Int	Published (intl)	2008 CY; <6 months
		c. UN 2015 MDGs Progress	N + Q	Indicators, inc qual	MI + Int	Departmental assessment	2009 CY; Not specified
		d. UN agencies effectiveness	N + Q	Indicators, inc qual	MI + Int	Departmental assessment	2009 CY; Not specified
60	DfID 4 + DTI 5	EU & world trade barriers	N	Indicators	MI + Int	PSA reporting	Various; various
61	DfID 6	a. DfID aid low-income proprtn	N	Simple	MI	PSA reporting	2008 FY; Not specified
		b. Successful DfID projects	N	Simple target, index	MI	PSA reporting	Not specified
62	DTI 1 + HMT 4	a. Productivity growth rate	N	Simple, use trends	Other	Published	2008 CY; Not specified
		b. Productivity gap	N	Multiple com	NS + Int	Published	2008 CY; 1-2 years
63	DTI 2	Research base relative intl performance	N + E	Indicators, inc Es	MI, Int, survey, prv	PSA reporting	Various; Various
64	DTI 3	a. UK framework for competition	N	Simple	Survey	PSA reporting	2008 CY; Not spec
		b. Consumer support	N + Q	Indicators, inc qual	MI + Int	Departmental assessment	2008 CY; Not specified
65	DTI 4 + DfT 7(pt) + DEFRA 2 + DEFRA 7(pt)	a. Greenhouse gas emissions	N	Multiple, 5 year average	NS	Published	2010 CY; >2 years
		b. Energy supplies reliability	N	Multiple	Other	Published	2008 FY; <6 months
		c. Fuel poverty	N	Simple	Other	PSA reporting	2010 CY; 1-2 years
		d. Competitive energy market	N	Indicators	Other	Published	2010 CY; 1-2 years
66	DTI 6	a. People going into business	N	Simple	Survey	PSA reporting	2008 CY; <6 months
		b. Small firms productivity	N	Comparative	NS	PSA reporting	2008 CY; 1-2 years
		c. Enterprise disadvantaged communities	N	Simple, use trends	NS	PSA reporting	2008 H1; <6 months

	Dept no	Measure	Type	Complexity of target	Data source	Availability	Target date & timeliness
67	DTI 9	Gender equality	N	Multiple inc indicators	NS + non survey MI	PSA reporting	Various; Various
68	DTI 10	Labour market conditions	N	Multiple	Surveys+ NS	PSA reporting	Various; Various
69	DTI 11	a. Civil nuclear liability	N	Simple	Other	Published	2011 FY; <6 months
		b. Nuclear clean-up efficiency	N	Simple	MI	PSA reporting	2008 FY; <6 months
		c. Nuclear sites management	N	Simple	MI	PSA reporting	2009 FY; <6 months
70	DEFRA 1	a. Sustainable dev. indicators	N	Indicators	NS, Other, mgt	PSA reporting	Not specified
		b. Sust. dev. intl. commitments	N + Q	Indicators	Int inc qual	PSA reporting	2008 CY; Not specified
		c. Climate change commitments	Q + E	Indctrs (ql) + Es	MI + int	Departmental assessment	
71	DEFRA 3	a. Farmland birds numbers	N	Simple, use trends	NS	PSA reporting	2020 CY; <1 year
		b. Wildlife site conditions	N	Simple	Other	Published	2010 FY; <6 months
72	DEFRA 4	a. Rural productivity gap	N	Comparative	NS	PSA reporting	2008 FY; 1-2 years
		b. Rural services accessibility	N	Multiple comp	NS + Other	PSA reporting	2008 FY; Various
73	DEFRA 5	a. Farming & food industries	N	Multiple (comp)	Int data	PSA reporting;	2010 CY; 1-2 years
		b. Progress on CAP support	N	Indicators	MI + int	PSA reporting	Various; Various
74	DEFRA 6	Household waste recycling	N	Simple	NS	Published	2008 FY; <1 year
75	DEFRA 9	a. Risk mangmnt kept animals	N	Survey	Not specified	Not specified	2014 CY; Not specified
		b. Scrapie infection prevalence	N	Simple	Other	Published	2010 CY; <1 year
		c. BSE cases detected	N	Simple	Other	Published	2010 CY; <6 months
		d. Spread of bovine TB	N	Simple	NS	PSA reporting	2008 CY; <6 moths

	Dept no	Measure	Type	Complexity of target	Data source	Availability	Target date & timeliness
76	DCMS 3	a. Active sports participation	N	Multiple	Other	Published	2008 CY; not specified
		b. Arts activity participation	N	Multiple	Other	Published	2008 CY; not specified
		c. Museum, gallery visits	N	Simple	Other	Published	2008 CY; not specified
		d. Designated historic sites	N	Simple	Other	Published	2008 CY; not specified
77	DCMS 4	Tourism industry productivity	N	Comparative	NS	PSA reporting	2008 CY; <1 year
78	DWP 1 + HMT 7(pt)	a. Children in low income households	N	Simple	NS	Published PSA reporting	2011 FY; <1 year
		b. Children in workless households	N	Simple	NS	PSA reporting	2008 Q2; <6 months
		c. Parents receiving child maintenance	N	Simple	NS	Published	2009 FY; <6 months
79	DWP 4 + HMT 5(pt)	a. Employment rate progress	N	Simple, use trends	NS	Published	2008 Q2; <6 months
		b. Employment disadv groups	N	Simple + comp, trends	NS	Published	2008 Q2; <6 months
80	DWP 5	Health & safety in workplace	N	Multiple	NS + Other	PSA reporting	2008 FY; <1 year
81	DWP 6	a. Pension Guarantee credit numbers	N	Multiple	NS	Published	2008 FY; <6 months
82	DWP 7	a. Pension forecast issued	N	Simple	MI	PSA reporting	2008 FY; not specified
		b. Successful pension traces	N	Simple	MI	PSA reporting	2008 FY; not specified
83	DWP 8	a. Barriers for disabled	N	Simple	Other	PSA reporting	2008 FY; not specified
		b. Disabled employment rate	N	Simple + comp, trends	NS	Published	2008 Q2; <6 months
84	DWP 9	a. HB claim processing times	N	Simple + comp	NS	Published	2008 FY; <6 months
		b. Local HA cases private sector	N	Simple	NS	Published	2008 FY; <6 months
		c. Local HA rent to claimant	N	Simple	NS	Published	2008 FY; <6 months

	Dept no	Measure	Type	Complexity of target	Data source	Availability	Target date & timeliness
85	DWP 10	O/payments from fraud and error	N	Multiple	NS	Published	2008 FY; <1 year
86	NIO 1	a. Confidence in police in NI b. Catholics in police service	N N	Simple, index Simple	Other Other	PSA reporting Published	2007 CY; <6 months 2007 FY; <6 months
87	NIO 2	Confidence in CJS in NI	N	Simple, index	Other	PSA reporting	2007 CY; <6 months
88	NIO 3	a. domestic burglary b. vehicle theft c. reconviction rate	N N N	Simple Simple Comp	NS NS Other	Published Published PSA reporting	2008 FY; <6 months 2008 FY; <6 months 2005 CY; >2 years
89	NIO 4	Cost per prisoner place in NI	N	Simple	MI	Published	2008 FY; <1 year
90	HMT 1	Trend growth Rate	N	Simple, use trends	Other	Published	2008 CY; <6 months
91	HMT 2	Inflation target	N	Simple	NS	Published	2008 FY; 6 months
92	HMT 3	a. public sector net debt b. current balance	N N	Simple Simple, use trends	NS NS	Published Published	2008 FY; <6 months 2008 FY; <6 months
93	HMT 8	a. global economy codes stds b. HIPC debt relief c. UN 2015 MDGs progress d. Lisbon goals progress	Q N N+Q N	Simple Simple Indicators, incl, qual. Indicators	Int data Int data MI + Int. Int, data	Departmental assessment Published (int) Departmental assessment PSA reporting	Not specified 2008 CY; <6 months 2008 CY; Not specified 2008 CY; 1-2 years
94	HMT 9 + CO 1(pt)	a. depts PSA targets b. depts efficiency targets	N N	Simple Simple	MI MI	PSA reporting PSA reporting	Various, Not specified 2008 FY; <1 year
95	HMT 10	CG civil procurement savings	N	Simple	MI	PSA reporting	2008 FY; <6 months
96	HMRC 1	VAT losses	N	Simple	NS + Other	Published	2008 FY; <1 year

	Dept no	Measure	Type	Complexity of target	Data source	Availability	Target date & timeliness
97	HMRC 2	a. illicit mkt share cigarettes	N	Simple	Other	Published	2008 FY; <1 year
		b. illicit mkt share spirits	N	Simple	Other	Published	2008 FY; <1 year
		c. illicit mkt share oils	N	Simple	Other	Published	2008 FY; <1 year
98	HMRC 3	U/payment direct tax & NICs	N	Simple	MI	PSA reporting	2008 FY; <1 year
99	HMRC 4	on-time self assessment returns	N	Simple	MI	PSA reporting	2008 FY; <1 year
100	CO 2	a. civil service capacity	N+Q	Indicators incl. qual.	Other + MI+ survey	Departmental assessment	2008 FY; <1 year
		b. diversity in the SCS	N	Multiple	Other	PSA reporting	2008 FY; <1 year
101	CO 3	Better regulation	N+Q	Indicators incl. qual.	MI + intl	PSA reporting	2008 FY; Not specified
102	AAID 3	Drug use in young people	N	Multiple	NS + Other	Published	2008 FY; <1 year

## Annex C: Detailed notes on the targets

### Introduction

This Annex comprises of short notes on the measurement of each of the 102 PSA targets. The notes are based on the Technical Notes in respect of the targets for each Public Service Agreement that were released shortly after publication of the 2004 Spending Review in July 2004.

The notes in this Annex follow a common specification, with five sections headed 'Description', 'Specification of target', 'Data', 'Availability' and 'Issues'.

### Description

A description of each target and sub-target has been extracted from the relevant Public Service Agreement (PSA). Only text relevant to measurement of the target has been extracted. Where there are distinct targets within an overall PSA target, these are identified as separate sub-targets – regardless of whether or not these are formally shown as sub-targets in the Technical Notes.

### Specification of target

This section describes various aspects of the specification and measurement of the target that are clarified in the Technical Note. These include definitions of terms used in the target wording, baselines and target dates (where needed, and not in target wording), and precise details of the measurement of the target.

### Data

This section lists the data sources to be used for measurement against, and indicates whether or not the data are published as National Statistics.

### Availability

This section provides information on a number of aspects regarding availability of the data to be used for measuring the target(s) in question. This information covers:

- where data will be made publicly available (eg in a published statistical release or only in PSA reporting)
- how quickly outturn data is expected to be publicly available following the end of the period (eg calendar year) for which the target is specified
- the frequency (ie annual, quarterly, monthly) with which the data are compiled and published.

## **Issues**

This last section highlights any issues regarding (a) the measurement and specification of the target, and (b) quality and availability of data for measuring that target, that may have been identified during the course of this analysis of the PSA targets.

## PSA Target No. 1

### DfES target 1; DWP target 2

#### Description

- a. "...by 2008 50% of children reach a good level of development at the end of the Foundation stage"
- b. "reduce inequalities between the level of development achieved by children in the 20% most disadvantaged areas and the rest of England"

#### Specification of target

- a. Clear definition in TN of 'good level of development'
- b. TN provides definition for '20% most disadvantaged areas' based on LA wards and IMD (Index of Multiple Deprivation) 2000. [NB This has since been changed – 2005 Autumn Performance Report (APR) recorded that disadvantaged areas would now be measured by "the 30% most deprived Super Output Areas as defined by IMD 2004"]
- TN specifies baselines for both targets as 2005 [NB 2005 baseline data not available until October 2005 (provisional)/February 2006 (final)]
- [TN also notes that aspects of target specifications (eg 50% threshold for sub-target a.) could be revised once 2005 baseline data is available]

#### Data

- Foundation Stage profile (FSP) data from schools collected through LEAs; aggregate data published by DfES as NS
- However, target specification requires pupil level data – to come from 10% sample required from all LEAs; pupil level sample data not published, and not NS

#### Availability

- Data not published in format required for target, except in PSA reporting (Annual Report, APR)
- Aggregate data on FSP levels (annual academic year) published in October (provisional) and February of the following AY

#### Issues

- Specification of targets in format that cannot be measured from published statistics
- Aspects of target specification (eg 50% threshold) might be revisited once full baseline data are available

### DfES target 2; DWP target 3

#### Description

- a. “increase the stock of Ofsted-registered childcare by 10%”
- b. “increase the take-up of formal childcare by lower income working families by 50%”
- c. “introduce by April 2005 a successful light-touch childcare approval scheme”

#### Specification of target

- a. Clear definition of ‘Ofsted-registered childcare’ in TN
- b. Clear definitions of ‘lower income families’, ‘working families’, ‘formal childcare’ in TN
- c. Detailed criteria (mix of discrete events and quantitative measures) for judging ‘success’ of scheme in TN
  - Baselines (FY – 2003-04) and final years (FY – 2007-08) for a. and b. specified in TN. For a., data for target are measured at end of FY. For b., data for target are measured as two year averages (eg target date is average of 2006 – 07 and 2007 – 08)
  - TN makes clear that ‘success’ for c. will be assessed on performance by 2008

#### Data

- a. Statistics on registered childcare published by Ofsted – not NS
- b. *Households Below Average Income* (HBAI) statistics published by DWP as NS
- c. Mix of event milestones and performance data (management information) for new scheme

#### Availability

- a. Annual FY data, by end-April
- b. HBAI are annual FY statistics, appear in Spring following year [NB data series for target are not actually published in HBI]
- c. Performance data is annual FY – reported in PSA reporting?

#### Issues

- Data for a. (registered childcare) and b. (formal childcare) from different sources, which Department says are “broadly consistent” with each other

## PSA Target No. 3

### DfES target 5

#### Description

- a. “narrow the gap in educational achievement between looked after children and that of their peers”
- b. “by 2008, 80% of children under 16 who have been looked after for 2.5 or more years will have been living in the same placement for at least 2 years, or are placed for adoption”

#### Specification of target

- a. Educational performance indicators for target specified in TN; also definition of ‘looked after children’. TN does not specify whether or not ‘success’ requires meeting target for all three indicators. TN does not give date for target to be achieved. [Department has since confirmed that target date is AY 2007-08]
- b. Clear definition of children ‘looked after’ in TN; guidelines for identifying start of adoption placements in TN

#### Data

- a. Data – outcome indicators for ‘looked after children’, published by DfES as NS; data for ‘peers’ – national totals from school performance tables, published by DfES as NS
- b. Statistics on ‘children looked after’, including adoptions, published by DfES as NS

#### Availability

- All data are annual
- a. ‘Outcome indicators for looked after children’, data for year to September published by DfES in May; school performance tables with data for academic year published in August (provisional), final data in December
- b. ‘Children looked after’ at end March published by DfES in November [data for target not in published tables at present]

#### Issues

- No specific issues

### DfES target 6

#### Description

- a. “by 2006, 85% of 11 year olds achieve level 4 or above [in English and maths], with this level sustained to 2008”
- b. “by 2008, the proportion of schools in which fewer than 65% of pupils achieve level 4 or above [in English and maths] is reduced by 40%”

#### Specification of target

- a. Specified in target; TN clears up some possible minor ambiguities about measurement
- b. Specified in target wording; baseline specified in TN

#### Data

- a. Aggregate results from National Curriculum assessment data, published by DfES as NS
- b. School level results from school and college achievement and attainment tables (formerly performance tables) – published by DfES, not as NS

#### Availability

- a. Annual academic year data, provisional estimates in August, revised in December
- b. School level data published in December

#### Issues

- No specific issues

## PSA Target No. 5

### DfES target 7

#### Description

- a. “by 2007, 85% of 14 year olds achieve level 5 or above in English, maths and ICT (80% in science) nationally, with this level of performance sustained to 2008”
- b. “by 2008, in all schools at least 50% of pupils achieve level 5 or above in each of English, maths and science”

#### Specification of target

- a. Specified in target wording; TN clears up some possible minor ambiguities about measurement
- b. Specified in target wording; baseline specified in TN

#### Data

- a. Aggregate results from National Curriculum assessment data, published by DfES as NS
- b. School level results from school and college achievement and attainment tables (formerly performance tables) – published by DfES, not as NS

#### Availability

- a. Annual academic year data, provisional estimates in August, revised in December/January
- b. School level data published in December/January

#### Issues

- Specification of a target that is aspirational, rather than realistically attainable. Target b. requires 100% of schools to reach a particular level

## **DfES target 8**

### **Description**

“by 2008, school absence is reduced by 8% compared with 2003”

### **Specification of target**

- Clear definition of school absence in TN

### **Data**

- Statistics on pupil absence on schools, published by DfES as NS

### **Availability**

- Annual academic year data, provisional estimates in September, revised in December

### **Issues**

- No specific issues

## PSA Target No 7

### DfES target 9; DCMS target 1

#### Description

- a. “the percentage of school children [5 to 16 year olds] in England who spend a minimum of two hours each week on high quality PE and school sport within and beyond the curriculum increases from 25% in 2002 to 75% by 2006 and to 85% in 2008”
- b. “[as above] to at least 75% in each School Sport Partnership by 2008”

#### Specification of target

- a. Definitions of ‘high quality’, ‘PE’, ‘schools sport’ in TN
- b. Explanation of a ‘School Sport Partnership’ in TN

#### Data

- Main data source is annual Ofsted reports on School Sport Partnership programme, also annual Ofsted survey
- No data for schools not in Partnerships [TN notes that Partnerships will not cover all schools until September 2006]

#### Availability

- Ofsted survey for 2003-04 published in April 2004, annual report on School Sport Partnerships in June 2004 [assume that target for 2008 will be assessed by data published in April and June 2008 – but TN does not make clear]

#### Issues

- Target is measured for schools in School Sport Partnerships only – no data for other schools. (Target wording does not make this clear.) This means that data for the target year AY 2007-08, when Partnerships will cover all schools, will not be fully comparable with data for AY 2005-06 and earlier years

### DfES target 10

#### Description

- a. “by 2008, 60% of those aged 16 to achieve the equivalent of 5 GCSEs at grades A\* to C”
- b. “in all schools at least 20% of pupils to achieve this standard by 2004, rising to 25% by 2006 and 30% by 2008”

#### Specification of target

- Specified adequately in target; TN clears up any possible minor ambiguities about definitions
- TN also gives notice of future widening of scope of eligible qualifications, from just GCSEs and NVQs (data to be published on both bases)

#### Data

- a. Aggregate results from GCSE and equivalent results data, published by DfES as NS
- b. School level results from school and college achievement and attainment tables (formerly performance tables) – published by DfES, not as NS

#### Availability

- a. Annual academic year data, provisional estimates in October, revised in January
- b. School level data published in January

#### Issues

- Specification of a target that is aspirational rather than realistically attainable. Target b. specifies that 100% of schools reach a particular level

## PSA Target No. 9

### DfES target 11

#### Description

- a. “increase the proportion of 19 year olds who achieve at least level 2 by 3 percentage points between 2004 and 2006, and a further 2 percentage points between 2006 and 2008”
- b. “increase the proportion of young people who achieve level 3”

#### Specification of target

- a. TN provides details of measure to be used (numerator and denominator) and defines scope and data sources. TN notes that list of ‘Level 2’ qualifications to be published with baseline data (in Statistical First Release (SFR) for 2004 data)
- b. TN provides details of numerator of measure to be used, and details of data sources. Department has subsequently clarified scope of measure (attainment of 19 to 21 year olds) and baseline (2006), and that target date is for sub-target a. (2004). TN notes that list of ‘Level 3’ qualifications to be published in SFR for 2004 data. On denominator for measure, TN notes that “further work is required to determine an appropriate population measure to use beyond age 19”

#### Data

- Administrative data from sources described in TN – published by DfES as NS (Level 2 and 3 attainment by young people, measured using matched administrative data)

#### Availability

- Annual academic year data, to be published in February of following year. New data series, first published February 2005 (data for AY 2004)
- Level 3 data for 2004 only available for 19 year olds; data for all year groups from 19 to 21 will not be available until 2006 (published in February 2007)

#### Issues

- Data availability means that baseline for Level 3 sub-target won’t be known until February 2007
- Need to resolve issue of a population measure for age groups beyond 19

### DfES target 12

#### Description

“reduce the proportion of young people not in education, employment or training by 2 percentage points by 2010”

#### Specification of target

- Clear definition of ‘young people’ (as 16 to 18 year olds) in TN
- Baseline specified in TN (2004)
- Point of measurement (end of calendar year) specified in TN

#### Data

- Estimates of ‘participation in education, training and employment by 16 to 18 year olds published by DfES in an SFR as NS
- Data are from administrative sources described in TN, and from LFS; population estimates and projections from GAD and ONS
- Calculation of numbers not in education, employment or training described in TN
- [NB Not all data sources are measured at end of calendar year – where not, data for nearest available point is used]

#### Availability

- SFR published in June of following year

#### Issues

- No specific issues

## PSA Target No. 11

### DfES target 13

#### Description

- a. “improve the basic skill levels of 2.25 million adults between the launch of Skills for Life in 2001 and 2010, with a milestone of 1.5 million in 2007”
- b. “reduce by at least 40% the number of adults in the workforce who lack NVQ2 or equivalent qualifications by 2010 ... 1 million adults to achieve level 2 between 2003 and 2006”

#### Specification of target

- a. definition of an ‘improvement in basic skill level’ (as passing an ‘appropriate attainment threshold’) in TN
- b. clear definition of ‘workforce’ (as economically active adults of working age) in TN. Exact start and end dates for target measurement, including intermediate, specified in TN

#### Data

- a. “collation of administrative statistics on recruitment, retention and achievement from the Learning and Skills Council and other administrative sources” (listed in TN)
- b. Data published by DfES in Statistical First Release on *Level of Highest Qualification held by Young people and Adults*, as NS – derived from LFS data

#### Availability

- a. Targets to be reported against around three months after specified end date
- b. Data (from LFS autumn quarter) available in January; SFR published in February

#### Issues

- Measurement of ‘improvement in basic skill level’ is through special administrative data collection from LSC and others – assuring data quality in such circumstances may provide a challenge

### DfES target 14

#### Description

- a. "by 2010, increase participation in higher education towards 50% of those aged 18 to 30"
- b. "make significant progress towards fair access"
- c. "bear down on rates of non-completion"

#### Specification of target

- a. Specified in target wording; TN states that participation in HE will be measured by the 'Higher Education Initial Participation rate' (HEIPR)
  - b. 'Progress on fair access' defined in TN as "increases in the representation of certain groups of entrants in Higher Education" – to be measured by specified fair access indicators
  - c. TN defines non-completion rate, and sets target as maintaining or reducing that rate as compared with the benchmark (2002-03) "across the planning period"
- TN does not specify target dates for b. and c.; Department has confirmed that these are as for a. ie 2010

#### Data

- a. Data on HEIPR published by DfES as NS in Statistical First Release *Participation Rates in Higher Education*
- b. Fair access indicators published by HESA in *Performance Indicators in Higher Education* – not NS [NB TN states that new indicators will be developed by 2007]
- c. Indicator for non-completion rate published by HESA in *Performance Indicators in Higher Education* – not NS

#### Availability

- All data are annual, academic year
- a. SFR published in February of following year
  - b and c. HE Performance Indicators – provisional data published in September of following year, revised in December

## Issues

- The targets for participation and fair access are not specified precisely. For the participation rate, the significance of 'towards 50 per cent' is not clear – is there a specific target level, or is the target simply an increase in the rate over the target period? For fair access, does achieving the target require increases in all the current indicators, or just in a majority of them? The promised introduction of new indicators by 2007 is a further complication

### DH target 1

#### Description

- a. by 2010, “increase life expectancy at birth in England to 78.6 years for men and to 82.5 years for women”
- b. “reduce mortality rates from heart disease and stroke and related diseases by at least 40% in people under 75”
- c. “a 40% reduction in the inequalities gap [for mortality rates from heart disease, etc] between the fifth of areas with the worst health and deprivation indicators and the population as a whole”
- d. “reduce mortality rates from cancer by at least 20% in people under 75”
- e. “a 6% reduction in the inequalities gap [for mortality rates from cancer] between the fifth of areas with the worst health and deprivation indicators and the population as a whole”
- f. “reduce mortality rates from suicide and undetermined injury by at least 20%”

#### Specification of target

- a. Specified in target wording; precise details in TN
- b, c, d, e and f.  
TN defines scope of each target in terms of ICD-10 (International Classification of Diseases) codes; TN also states that “mortality rates are age standardised to allow for changes in the age structure of the population”
- c and e.  
Clear definition of ‘inequalities gap’ in TN
  - TN specifies how “fifth of areas with the worst health and deprivation indicators” are to be identified [details of composition of this group subsequently published on DH website]
  - TN specifies baseline for all targets as average of three years, 1995, 1996 and 1997; and end year for target evaluation as average of three years, 2009, 2010 and 2011

## Data

- a. Life expectancy statistics from life tables produced by GAD, and published as NS
- b, c, d, e and f.  
Mortality rates produced by ONS from death registrations data, and published as NS
- Mortality rates by LA areas and cause of death required for c. and e. published by National Centre for Health Outcomes Development (NCHOD in *Compendium of Clinical and Health Indicators* [NB 'all ages' data only are publicly available])

## Availability

- Life tables annual, in Autumn, based on average of three previous years (eg tables for 2002-2004 published in November 2005)
- Mortality rates – quarterly, at +5 months; full calendar year data in September following

## Issues

- Use of three year averages will delay evaluation of outcomes against target

### DH Target 2

#### Description

- a. “reduce health inequalities by 10% by 2010 as measured by infant mortality”
- b. “[reduce health inequalities by 10% by 2010 as measured by] ... life expectancy at birth”

#### Specification of target

- a. TN specifies target as relating to “the gap in mortality between ‘routine and manual’ groups and the population as a whole”; ‘routine and manual groups’ defined in TN (based on NS-SEC)
- b. TN specifies target as relating to “the gap between the fifth of [local authority] areas with the ‘worst health and deprivation indicators’ and the population as a whole”; TN specifies how ‘fifth of LA areas with the worst health and deprivation indicators’ are to be identified [as for DH target 1]
- TN specifies baseline [for life expectancy target] as average of three years, 1995, 1996 and 1997; [Department has noted baseline for infant mortality target is 1997 to 1999]; end year for target evaluation (specified) as average of three years, 2009, 2010 and 2011

#### Data

- a. Data derived from ONS linked file of births and death registration information (10% sample) – published as NS in *Health Statistics Quarterly*
- b. Life expectancy by LA area calculated and published by ONS as NS

#### Availability

- Infant mortality rates annual, published in November of following year
- Life expectancy by LA area annual, in October, based on average of three previous years (eg tables for 2001-2003 published in October 2004)

#### Issues

- Use of three year averages will delay evaluation of outcomes against target

## PSA Target No. 15

### DH target 3; DfES target 3 (d. only); DfES target 4 (c. only); DCMS target 2 (c. only)

#### Description

- a. “reduce adult smoking rates to 21% or less by 2010”
- b. “reduce prevalence [of smoking] among routine and manual groups to 26% or less [by 2010]”
- c. “halt the rise in obesity among children under 11 by 2010”
- d. “reduce the under-18 conception rate by 50% by 2010”

#### Specification of target

- a and b.
  - Definitions of ‘adult’ (16+) and ‘routine and manual groups’ (as in NS-SEC) in TN; baseline specified in TN (2002)
- c. Clear definition of ‘obesity’ in TN; also definition of ‘under 11’ as 2-10 inclusive; TN clarifies interpretation of ‘halt the increase’ as “no significant change in prevalence [of obesity] between the two 3 year periods 2005/06/07 and 2008/09/10.
- d. Definition of ‘under-18 conception rate in TN; baseline specified in TN (1998)

#### Data

- a and b.
  - Smoking rates from *General Household Survey*, published by ONS as NS
- c. Data on obesity in children from *Health Survey for England*, published by DH as NS
- d. Conception rates in ONS *Conception Statistics*, published as NS

#### Availability

- a and b.
  - Annual FY data, published 12-15 months after end of FY (2002 in Apr 2004)
- c. Annual CY data, published 12-15 months after end of year
- d. Annual CY data, published 12-15 months after end of year

#### Issues

- No specific issues

## **DH target 4**

### **Description**

- a. “offer a personalised care plan for vulnerable people most at risk”
- b. “reduce emergency bed days by 5% by 2008”

### **Specification of target**

- a. Definition of ‘vulnerable people most at risk’ and explanation of ‘personalised care plan’ in TN
- b. Scope of ‘emergency bed days’ measure explained in TN as all emergency bed days, but with specific ‘exclusions’ not specified in TN – ‘to be confirmed’; baseline (FY 2003-04) and target date (FY 2007-08) specified in TN

### **Data**

- a. Not yet specified – “the measure for assessing progress ... is being considered” (TN)
- b. *Hospital Episode Statistics* (HES) data – published by DH (HSCIC), but not NS

### **Availability**

- a. Not known
- b. Annual FY data, available nine months after year end

### **Issues**

- Details of measure for ‘personalised care plan’ target needed
- Measurement of emergency bed days not fully specified until details of ‘exclusions’ are confirmed

## PSA Target No. 17

### DH target 5

#### Description

“by 2008 no one waits more than 18 weeks from GP referral to hospital treatment”

#### Specification of target

- Meaning of “from GP referral to hospital treatment” explained in TN, with definitions of ‘GP referral’ and ‘hospital treatment’
- TN explains that, until data for measure of ‘GP referral to hospital treatment’ times are available, “progress towards the 18-week target will be measured by waiting times for individual stages of treatment”
- TN gives exact target date (31/12/08)

#### Data

- Data for ‘GP referral to hospital treatment’ times from new DH IT systems [not until 2008-09]
- Data for individual stages of treatment:
  - Diagnostic waiting times – new data collection (details announced October 2005). Existing DH data has incomplete coverage [‘imaging’ in *Hospital Activity Statistics* – NS; also some data for ‘endoscopy’]
  - Outpatient appointment waiting times – existing DH data (NS)
  - Inpatient treatment waiting times – existing DH data (NS)

#### Availability

- ‘GP referral to hospital treatment’ times not available until 2008-09
- First diagnostic waiting times data to be published in Spring 2006
- Outpatient and inpatient waiting times data is quarterly, published by DH six weeks after end of quarter

#### Issues

- Data not yet in place to measure progress against this target – even on basis of adding waiting times for individual stages of treatment (no complete data on diagnostic waiting times)
- Specification of a target that is aspirational, rather than realistically attainable. Target requires that 100% of patients wait 18 weeks or less

### DH target 6; AAID target 2

#### Description

- a. “increase the participation of problem drug users in drug treatment programmes by 100% by 2008”
- b. “increase year-on-year the proportion of [problem drug] users successfully sustaining or completing [drug] treatment programmes”

#### Specification of target

a and b.

Definition of ‘drug treatment programmes’ in TN

- a. Key measure (‘problem drug users in drug treatment programmes’) defined in TN; baseline specified in TN (1998-99); target date specified in TN as 31 March 2008 (ie FY 2007-08)
- b. Key measure (‘problem drug users successfully completed or retained in treatment’) defined in TN

#### Data

- Data on numbers in drug treatment programmes, plus number staying, joining and leaving, from National Drug Treatment Monitoring System (NDTMS) – published by National Treatment Agency (NTA – an NHS agency) as NS
- [NB TN states that “the target includes prisoners”, but prisoners not included in NDTMS data – prisoners receiving treatment will be monitored separately using Home Office PUMIS data]

#### Availability

- NDTMS data published annually, around December – data relate to previous FY, or to end of FY (point estimates)

#### Issues

- Separate measurement of prisoners data – to be combined with NDTM data “when outstanding data issues are resolved”

## PSA Target No. 19

### DH target 7

#### Description

“sustained annual national improvements in NHS patient experience by 2008, as measured by independently validated surveys”

#### Specification of target

- Detailed explanation in TN of national patient survey programme run by Healthcare Commission, and how ‘national improvements in NHS patient experience’ are to be measured from survey results. “Success will be defined through increasingly positive national survey results under each patient dimension”
- Rolling programme of structured surveys covering eight aspects of NHS services – baselines for four surveys specified in TN, baselines for remaining four surveys to be derived from 2004 results

#### Data

- From survey results – ‘nationally aggregated patient index score’ calculated for each of five ‘patient experience dimensions’ within each separate survey

#### Availability

- National reports summarising key findings for each survey published by Healthcare Commission

#### Issues

- The structure of this target is complex, with some 40 indicators (eight surveys, five patient dimensions) derived from survey results. Whilst success criteria are clearly specified at the individual indicator level (survey results should be “increasingly positive”), it is not clear how information on individual indicators will be combined to arrive at an assessment of performance against the overall PSA target – eg how many indicators need to move in a positive direction, whether or not all surveys and dimensions have equal weight in the overall assessment

### DH target 8

#### Description

- a. “increase the proportion of old people being supported to live in their own home by 1% annually in 2007 and 2008”
- b. “increase by 2008 the proportion of those supported intensively to live at home to 34% of the total of those being supported at home or in residential care”

#### Specification of target

- a. Clear definition of ‘supported to live in own home’ in TN, which also makes clear that ‘old people’ = 65+. TN explains that at present measure only relates to those ‘care managed’ by social services, and excludes those receiving service directly from grant funded organisations – aim is to include at some stage once data available
- b. Clear definitions of ‘intensive support to live at home’ and of denominator (‘total supported at home or in care’) in TN
- TN specifies that target dates relate to end March, ie to indicators for the FY just concluding

#### Data

- Data for numerator target a. and for both numerator and denominator for target b. collected by DH (HSCIC) from LAs and published by DH (HSCIC) in *Community Care Statistics* bulletins (NS)
- Population data for denominator for a. is published by ONS
- Measure for target a. is also a PSS Performance Assessment Framework (PAF) Performance Indicator (PI) – PSS PI AO/C32, published by Commission for Social Care Inspection (CSCI)

#### Availability

- All data are annual, relating to FY
- Full data for measures for year to end-March published in the following winter

#### Issues

- Proposed extension of measure for a. to include those serviced by grant funded organisations will require re-examination of, and possibly changes to, target specification

## PSA Target No. 21

### DfT target 1

#### Description

“by 2007 – 08, make journeys more reliable on the strategic road network”

#### Specification of target

- TN specifies target as a reduction in the average vehicle delay experienced on the Strategic Road Network’s 10% slowest journeys; set out details of calculation of average vehicle delays and 10% slowest journeys
- Average vehicle delay (in minutes per ten vehicle miles travelled) is derived from difference between observed journey times and reference journey times for slowest 10% of daytime journeys
  - Slowest 10% of journey times are selected for each 15-minute departure period (between 6am and 8pm), for each day of the week, on each of all routes of Strategic Road Network, and in each direction
  - TN defines Strategic Road Network as all motorway and A trunk roads managed by Highways Agency; explains that SRN divided into around 100 ‘routes’ for calculation of this target, and lists these routes; also lists those routes not included in target (mostly motorway spurs into city centres)
- Baseline set as August 2004 –July 2005 (first full year for which data is available)
- [NB Target not published until July 2005]

#### Data

- Indicator for target calculated from traffic flow and journey time data from Highways Agency Journey Time Database

#### Availability

- Progress reports every six months in PSA reporting (Departmental Annual Report, Autumn Performance Report) [data available on continuous basis]

#### Issues

- Target not specified until July 2005 –12 months after PSA originally published
- Target measured by new indicator – data sources and target calculation subject to methodological improvements (eg better quality data, improvements to data processing), and baseline could be reviewed as a result

### DfT target 2

#### Description

“improve punctuality and reliability of rail services to at least 85% by 2006, with further improvements by 2008”

#### Specification of target

- TN specifies that target will use the ‘Public Performance Measure (PPM)’ developed by the SRA and now published by the Office of the Rail Regulator (ORR); TN includes description of PPM, and defines coverage of measure and target
- TN specifies target dates as referring to ‘moving annual average’ to 4th quarter of calendar year

#### Data

- PPM data are collected by Network Rail and published by the ORR in *National Rail Trends* – not NS

#### Availability

- Quarterly data, published around ten weeks after end of quarter

#### Issues

- No specific issues

## PSA Target No. 23

### DfT target 3

#### Description

- a. “by 2010, increase the use of public transport (bus and light rail) by more than 12% in England compared with 2000 levels”
- b. “growth in [the use of public transport] in every region” [by 2010]

#### Specification of target

- Clear definitions of ‘bus’ and ‘light rail’ and of ‘use’ in TN
- TN specifies target date for a. and b. as FY 2010-11, and baseline as 2000-01 for a. and 2007-08 for b. (because “ there is no expectation that growth in all regions can be achieved during the ... period ... [to] March 2008”)

#### Data

- Statistics for bus patronage and light rail patronage published by DfT as NS

#### Availability

- Currently – annual data, FY: bus and light rail statistics September
- Planned – quarterly data for London, PTE areas, rest of England to start publication in December 2005

#### Issues

- Not starting regional targets until 2008 – means passenger use in 2011 could be significantly under current levels in some regions and target still hit

### DfT target 4

#### Description

“by 2010-11, the 10 largest urban areas will meet the congestion targets set in their Local Transport Plan relating to movement on main roads into city centres”

#### Specification of target

- TN lists 10 largest urban areas and explains that these are each required to set congestion targets in their Local Transport Plan (except London, which has nevertheless agreed to set similar targets)
- Targets not yet finalised – to be agreed by March 2006. Each area “to set a target using person delay, unless the Department agrees that there are exceptional circumstances that make this impossible”, in which case target to be set using vehicle delay. Derivation of indicators for ‘average vehicle delay’ and ‘average person delay’ described in TN
- Baseline for targets specified as 2005-06
- TN specifies meeting PSA target will require meeting all 10 local targets
- [NB target not published until July 2005]

#### Data

- Data on ‘bus journey times’, ‘traffic flows’, and ‘vehicle occupancy rates’ to be collected by local authorities, following DfT guidance
- Data on ‘journey times’ for all other vehicles to be supplied by DfT (unless agreed that LAs have better data sources)?

#### Availability

- Annual (FY) outturns for LA target indicators in LTP progress reports in Autumn; progress on overall PSA target to be reported annually in departmental report?

#### Issues

- Details of target not published until July 2005 – 12 months after PSA originally published. Individual LA targets still remain to be agreed
- Data from a variety of sources and may be of a varying quality. Much data collected by individual LAs through surveys – may not be entirely contemporaneous

## PSA Target No. 25

### DfT target 5

#### Description

- a. “reduce the number of people killed or seriously injured in Great Britain in road accidents by 40% ... by 2010 compared with the average of 1994-98”
- b. “reduce the number of children killed or seriously injured [in road accidents] by 50% [by 2010 compared with the average of 1994-98]”
- c. “tackle the significantly higher incidence [of road accident deaths and injuries] in disadvantaged communities”

#### Specification of target

- a, b and c.
  - Clear definitions in TN of ‘children’ (under 16), ‘killed’, ‘seriously injured’ and road accidents’
- c. TN defines ‘disadvantaged communities’ (as those within ODPM’s 88 Neighbourhood Renewal Fund areas) – notes that this means target relates to England only, not GB; TN specifies target as “a bigger reduction than for England as a whole in the overall road casualty rate” for disadvantaged communities. TN specifies baseline for disadvantaged communities target as 1999-2001 average and target date as 2005

#### Data

- Road casualty statistics based on police data and published by DfT as NS

#### Availability

- Annual calendar year data – provisional estimates in June, final detailed estimates in September [NB Data not published at sufficient geographical detail for ‘disadvantaged communities target’]

#### Issues

- ‘Disadvantaged communities’ target is in effect a separate target, rather than a sub-target within an overall PSA target. Baseline and target dates are completely different from the straightforward 40% and 50% accident reduction targets. Wording of target does not make this clear

### DfT target 6; DEFRA target 8

#### Description

“meet the Air Quality Strategy targets for carbon monoxide, lead, nitrogen dioxide, sulphur dioxide, benzene and 1.3 butadiene”

#### Specification of target

- TN specifies Air Quality Strategy objectives as quantitative targets for individual pollutants, including target dates for achieving [NB These target dates vary between individual pollutants]; some pollutants have multiple targets with different target dates. Latest target date – and thus target date for overall PSA target – is end CY2010]
- 17 individual targets relating to calendar year – some are expressed as annual means, some as maximum number of days per year when target level is exceeded

#### Data

- Data from national air quality monitoring network – detailed data on individual pollutants published on DEFRA website

#### Availability

- Data available in real time, but annual figures subject to quality control, and quality assurance processes that take six months – so data to assess targets are available six months after year end. Overall performance against target in PSA reporting (Departmental Report and Autumn Performance Report)

#### Issues

- No specific issues

## PSA Target No. 27

### ODPM target 1

#### Description

“work with departments to help them meet their PSA floor targets, in particular narrowing the gap in health, education, crime, worklessness, housing and liveability outcomes between the most deprived areas and the rest of England, with measurable improvement by 2010”

#### Specification of target

TN clearly specifies:

- Indicators of success for each of six identified areas [NB Each indicator links closely to a departmental ‘floor target’, but specifications are not always identical]
- Geographical coverage of ‘deprived areas’ for each of six targets, in terms of LA districts [NB Coverage differs between indicators]
- Baseline and target dates for each indicator [NB Target dates vary as well as baselines – do not all relate to 2010]
- Definition of overall success against target as success in all of six areas.

#### Data

Same data sources as for related departmental floor targets – see:

- Health – PSA target 13 (c. and e.)
- Education – PSA target 5 (b.)
- Crime – PSA target 35 (b.)
- Worklessness – PSA target 79 (c.)
- Housing – PSA target 33 (a.)
- Liveability – PSA target 34

#### Availability

- For individual indicators, see relevant floor target

## Issues

- Can anyone really be held responsible for meeting this target? – success in meeting this target essentially depends on success in meeting six separate floor targets specified in other PSAs – four of these are responsibility of departments other than ODPM
- Target wording says “measurable improvement by 2010” – but four out of six individual indicators have target dates of 2008 or earlier (FY 2007-08). What if one of these targets is met, but progress subsequently goes into reverse?

## PSA Target No. 28

### **ODPM target 2; DTI target 7 (a., b., c. only); HMT target 6 (a., b., c. only)**

#### Description

- a. “make sustainable improvements in the economic performance of all English regions by 2008”
- b. “over the long term, reduce the persistent gap in growth rates between the regions”
- c. “demonstrate progress [in making sustainable improvements in economic performance] by 2006”
- d. “establish Elected Regional Assemblies in regions which vote in a referendum to have one”

#### Specification of target

- a. ‘sustainable improvement in economic performance’ defined in TN as an increase in trend rate of growth in GVA per head. TN sets out how trend growth rates to be measured from actual growth rates (as average growth rates between points when national economy can be identified as being ‘on trend’). TN gives caveat that regional GVA at present only available on a current price basis – “once GVA data at constant prices are available, we will seek the advice of ONS on the best way to assess performance against the target”. Baseline for target specified as trend growth over 1989-2002, to be measured as average growth from 1990/91 to 2001 (both points when national economy ‘on trend’). TN specifies target date (‘by 2008’) to be measured as trend growth over 2003-2008
- b. measurement as for a. in terms of trend growth in GVA per head; ‘reduction in persistent gap in growth rates between the regions’ defined in TN as a reduction in gap between three regions with above average growth (London, SE, East) and the rest. Baseline as for a.; TN specifies target date (‘over the long term’) to be measured as trend growth over 2003-2012
- c. detailed explanation in TN of how target of ‘demonstrating progress by 2006’ will be assessed
- d. specified in target wording; TN clarifies conditions to be met for achievement of target

## Data

- Regional GVA per head at current prices compiled and published by ONS as NS
- Regional GVA per head at constant prices not available at present – ONS plan to produce in future. Need to use national deflators to calculate real growth rates by region
- Estimates of trend growth by region, and for top three regions versus the rest (the ‘gap’ for b.), compiled by HMT using methodology for national trend growth estimates and national deflators – published on website, not NS
- A number of indicators for assessing ‘progress’ (c.) set out in TN – some are NS, some are not
- Target d. is measured by occurrence or not of specific events – not dependent on statistical data

## Availability

- Regional GVA per head (current prices) for calendar year published in December of following year
- Estimates of trend growth per head by region to be updated following publication by ONS of regional GVA estimates
- Assessment of ‘progress’ ‘by the end of 2006

## Issues

- Use of a measure of trend growth that depends on a judgement/assessment about the economic cycle – means key numbers subject to revision for analytical reasons as well as for data reasons
- No volume (constant prices) growth rates for GVA by region
- Use of ‘supporting indicators’ to assess ‘progress’ is unavoidable given measurement issues with trend growth and delays on data availability, but means that assessment of the ‘progress’ target will be partly judgemental and qualitative

## PSA Target No. 29

### ODPM target 3

#### Description

- a. “by 2010, reduce the number of accidental fire-related deaths in the home by 20%”
- b. “[by 2010, reduce] the number of deliberate fires by 10%”

#### Specification of target

- a. Clear definitions of ‘accidental fire-related death’ and of ‘fatality rate’ (for sub-target – see below) in TN; TN specifies baseline (annual average for five years to March 1999) and end-date for target evaluation (annual average for 11 years to March 2010); also coverage (England); TN specifies ‘sub-target’ – “no local fire and rescue authority [to have] a fatality rate from accidental fires in the home more than 1.25 times the national average by 2010”; to be measured as average over a five year period from April 2005 to March 2010
- b. clear definition of ‘deliberate fires’ in TN; TN specifies baseline (2001-02) and target date (2009-10)

#### Data

- Fire statistics compiled by ODPM from administrative data and published as NS

#### Availability

- Quarterly data published by ODPM in *Fire Statistics Monitor*, eight months after end of quarter (so FY data available in November)

#### Issues

- Use of an annual average measured over an 11 year period, five years of which have already happened, to measure performance against target

### ODPM target 4

#### Description

“by 2008, improve the effectiveness and efficiency of local government in leading and delivering services to all communities”

#### Specification of target

- Original TN stated that “the main measure will be of overall CPA scores” but detailed measures and targets were awaiting finalisation of improved CPA methodology, promised for Spring 2005
- A revised TN, issued in December 2005, states that “success against this target will be judged against three broad criteria”, and specifies one or more quantitative targets for each criterion:
  - “overall performance” – three targets measured by CPA scores
  - “underlying directions of travel” – one target measured by CPA ‘direction of travel’ assessments
  - “efficiency/use of resources” – two targets: ‘use of resources’ target measured by CPA UoR scores, ‘efficiency’ target measurement set out in ODPM Efficiency Technical Note for Local Government.
- TN sets target dates (2007-08 or 31/03/2008) and baselines were needed (2005 CPA, where CPA scores are measured). [Where TN specifies target date as 31/03/2008 not clear which CPA year will be used (2007 or 2008)]
- TN does not specify how performance against the overall target will be measured from the six sub-targets

#### Data

- Comprehensive Performance Assessment (CPA) outcomes published by Audit Commission – not NS – include ‘Use of Resources’ (UoR) scores and ‘direction of travel’ assessments
- Efficiency gains in Local Authority Statements; separate monitoring arrangements for fire (ODPM), police (Home Office), schools (DfES)

#### Availability

- CPA outcomes published in December each year
- Progress against efficiency target reported in PSA reporting

**Issues:**

- Some ambiguity about the precise measurement of performance against the overall target – not stated how success indicators for sub-targets will be combined to evaluate overall performance
- Changes to CSA measures mean that (except for efficiency sub-target) the baseline for this target is 2005 – so performance is only being evaluated over the last two years of the Spending Review period

### ODPM target 5

#### Description

“achieve a better balance between housing availability and the demand for housing, including improved availability, in all English regions”

#### Specification of target

- TN specifies five indicators, which will be used to assess progress on this PSA target, together with timed quantitative targets for each indicator (except for one indicator, where targets not yet set – promised for 2005)
- Some indicators are for a sub-set of regions only – either high or low demand regions
- The five indicators relate to:
  - Long-term vacant dwellings by region (three low demand regions only)
  - Average house prices by LA (relative to national average)
  - Statutory homeless households with children in temporary accommodation
  - House price/earnings ratios (lower quartile) by region (affordability measure)
  - Net addition to housing stock by region (three high demand regions only)
- Target dates vary – for most indicators, targets set for 2016, but with trajectories plotted and in some cases intermediate targets for specific years; for one indicator, target set is for 2008
- No unique measure of overall progress against PSA target specified – qualitative assessment based on progress against targets for five indicators

#### Data

Data sources for each indicator:

- Long-term vacant dwellings – ODPM housing statistics, published as NS
- House prices by LA – Land Registry data (not NS)
- Homeless households – ODPM homelessness statistics, published as NS
- House/price earnings ratios – house prices from Land Registry data (not NS), average earnings from *Annual Survey of Hours and Earnings* (ONS – published as NS; has replaced *New Earnings Survey*)

- Net addition to housing stock – ODPM housing statistics, published as NS (data by region not published)

### Availability

- ODPM homelessness statistics, ODPM housing completions (new build) statistics (component of net additions measure), Land Registry house prices are all quarterly, and published within three months of end of quarter
- Other ODPM housing data are annual calendar year – provisional data available within six months of year end, final data published in December
- ASHE is an annual survey, conducted in April and published in October the same year

### Issues

Assessment of progress against overall PSA target is necessarily subjective – TN does not specify how individual indicators should be combined to produce measure and target(s) for overall performance

**ODPM target 6****Description**

“the planning system to deliver sustainable development outcomes at national, recent and local levels through efficient and high quality planning and development management processes, including achievement of best value standards for planning by 2008”

**Specification of target:**

- TN specifies ‘indicators of success’ for six areas of planning policy that contribute to sustainable development outcomes:
  - Net additional dwellings by region [housing delivery policy]
  - Proportion of new housing development on ‘brownfield’ land or from conversions [land use policy]
  - Density of new housing development by region [housing density policy]
  - Change in area of green belt designated land, by region [green belt policy]
  - Proportion of retail development going into towns [town centre regeneration policy]
  - Best value standards for handling planning applications; targets for First Secretary of State planning casework [efficiency and effectiveness of the planning system]
- TN specifies targets for land use, housing density, green belt, town centre regeneration indicators; also specifies that targets for housing delivery by region should be as set out in Regional Spatial Strategies [RSSs are published one region at a time over a period of three-four years – TN sets out schedule]
- TN specifies a number of possible indicators for efficiency and effectiveness indicators, including LAs’ performance in meeting best value indicators for handling planning applications
- Target dates vary (where set – some have not been) – most are for 2008, but a couple are earlier

**Data**

Data sources for each indicator:

- Net addition to dwellings stock – ODPM housing statistics, published as NS (data by region not published)

- 'Brownfield' proportion of new housing development – ODPM land use change statistics, published as NS
- Density of new housing development – ODPM land use change statistics, published as NS
- Designation of land as green belt – ODPM LPA green belt statistics, published as NS
- No data as yet for town centre regeneration target – promised for 2005; from ODPM town centre statistics project
- Data for Best Value performance indicators for handling planning applications – in ODPM planning applications statistics, published as NS

### Availability

- Land change use statistics are annual, calendar year – published May
- Data on net additions to dwellings stock are annual, calendar year (provisional data within six months of year end) – but main component (completions) is quarterly, published two months following end of quarter
- LPA green belt statistics are annual, calendar year – published September
- Planning applications statistics are quarterly, published three months following end of quarter

### Issues

- Assessment of progress against the overall PSA target necessarily subjective – TN does not specify how individual indicators should be combined to assess overall performance against the PSA target
- No data as yet for town centre regeneration indicator
- Other indicators of effectiveness and efficiency not yet properly specified

## **ODPM target 7**

### **Description**

- a. “by 2010 bring all social housing into a decent condition with most of this improvement taking place in deprived areas”
- b. “for vulnerable households in the private sector, including families with children, increase the proportion that live in homes that are in decent condition”

### **Specification of target**

- a. Definitions of ‘social housing’ and housing in a ‘decent condition’ in TN. TN specifies baseline (2001) and defines ‘by 2010’ as meaning December 2010; also sets out intermediate milestone targets for 2006 and 2008; TN gives definition of ‘deprived areas’ for housing purposes (as LAs included in allocation of additional capital resources) and specifies target dates in terms of proportion of progress towards social housing target taking place in deprived areas, measured from 2001 to 2006 (with milestone in 2004)
- b. Definition of ‘vulnerable households’ (as those in receipt of one or more of the principal income-related or disability benefits) in TN. TN specifies baseline (2001) and success as achieving both (a) a succession of year-on-year increases in the target proportion, and (b) specific milestones for 2006, 2010 and 2020

### **Data**

- a. Data source is *English House Condition Survey* (ODPM – not NS). Provisional data are available from LA Business Plans (Statistical Annex) and from Housing Associations’ annual regulatory returns
- b. Data source is *English House Condition Survey* (ODPM – not NS)

### **Availability**

- a. EHCS is now continuous – results published annually covering survey data for a two year period to end of previous financial year (eg data due to be published in October 2004 would cover 2002-03 and 2003-04). [NB For purposes of measuring performance against this target, EHCS results will be ‘dated’ at mid-point of period to which they relate, eg results released in October 2004 would be dated 1 April 2003]. Provisional data from LA Business Plans and HAs regulatory returns for previous FY is available on validated basis in October

- b. See above on availability of EHCS

### Issues

- Target calls for 100% of social housing to reach a specific level of condition. Is this realistically attainable? And can it be satisfactorily measured from a sample survey?

### ODPM target 8

#### Description

“lead the delivery of cleaner, safer, greener public spaces and improvement of the quality of the built environment in deprived areas and across the country, with measurable improvement by 2008”

#### Specification of target

- TN sets out seven indicators to be used to measure progress against this target, covering:
  - Levels of litter and detritus by LA
  - Numbers of abandoned vehicles
  - LAs with parks or green spaces meeting Green Flag Award standard
  - LA Comprehensive Performance Assessment scores for the Environmental Services block
  - Households living in poor quality environments
  - Residents’ satisfaction with local parks and open spaces
  - Households satisfied with the quality of the places that they live
- TN also specifies how success against the overall PSA target will be measured (by meeting targets for a specified number of the indicators, not all of them)
- TN provides specification for each indicator, and defines two targets for each – a national target (England only) and a separate target for deprived areas. [NB For two indicators, quantitative targets are not specified, but promised to follow during 2005]
- TN specifies dates for achievement of each target – in most cases FY 2007-08 – and, where needed, baselines
- TN defines ‘deprived areas’ as LAs in receipt of Neighbourhood Renewal Fund

#### Data

Data sources for each indicator:

- Levels of litter and detritus – Best Value Performance Indicator (BVPI) (Audit Commission – not NS)

- Abandoned vehicles – currently *Municipal Waste Management Survey* (DEFRA – NS), from 2004-05 WasteDataFlow statistics (DEFRA)
- Green Flag Awards – Civic Trust data (not NS)
- CPA scores – published by Audit Commission (not NS)
- Households in poor quality environments – *English House Condition Survey* (ODPM – not NS)
- Satisfaction with local parks – BVPI user satisfaction survey (Audit Commission – not NS)
- Satisfaction with places lived in – *Survey of English Housing* (ODPM – NS)

### Availability

- Data annual FY, published in following calendar year, except for:
  - Green Flag Awards (continuous data)
  - Satisfaction with local parks BVPI (survey every three years, held in 2004-05 and 2007-08)
- All target dates set so that data will be available by end-2008

### Issues

- TN specifies precisely how success of national PSA target will be measured, but not how success of deprived areas target will be measured – same as for national target?
- Some targets for individual indicators awaiting precise quantification

## **HO target 1; CJS target 1**

### **Description**

- a. “reduce crime by 15% [by 2007-08]”
- b. “[reduce crime] further in high crime areas, by 2007-08”

### **Specification of target**

- a. TN defines crime as overall crime measured by the British Crime Survey (BCS) and sets baseline for target (2002-03)
- b. Clear definition in TN of ‘high crime areas’ (40 Crime & Disorder Reduction Partnership areas with highest crime rates in 2003-04). TN specifies how target for ‘high crime areas’ to be measured (using ‘BCS comparator’ data from recorded crime statistics; comparing 40 high crime CDRPs’ performance with rest) and sets baseline for target (2003-04)

### **Data**

- a. BCS data published by HO in *Crime in England and Wales* as NS
- b. Recorded crime data, including BCS comparators, published by HO in *Crime in England and Wales* as NS

### **Availability**

- Full BCS and recorded crime data published annually for FY in July
- Quarterly updates of main series (including overall crime) four months after end of quarter

### **Issues**

- No specific issues

## PSA Target No. 36

### HO target 2; DCA target 2; CPS target 2; CJS target 2

#### Description

- a. “reduce [the public’s] fear of crime”
- b. “build confidence in the criminal justice system without compromising fairness”

#### Specification of target

- a. TN specifies three measures of ‘reassurance’, and defines targets for each:
  - Level of worry about being victim of a crime
  - Numbers that feel anti-social behaviour is a big problem
  - Numbers that think police in their area are doing a good or excellent job
- b. TN specifies three measures of ‘confidence’, and defines targets for each:
  - In effectiveness of the CJS in bringing people who commit crimes to justice
  - Amongst black and minority ethnic communities, that CJS agencies treat people of all races equally
  - Satisfaction of victims and witnesses
- TN specifies how overall success against PSA target will be measured (by two out of three targets being met under each head)
- TN specifies target date (2007-08, except for equal treatment – 2007), and baselines (2002-03 for most, 2001 for equal treatment)

#### Data

- Data for all measures, except that for equality of treatment among races – British Crime Survey (BCS), published by HO in *Crime in England and Wales* as NS
- Data for measure of equality of treatment among races – *Home Office Citizenship Survey* (HOCS) – published by HO, not NS

### **Availability**

- Full BCS published annually, in July (four months after end of FY)
- HOCS is biennial – 2003 Survey published December 2004 [target to be assessed on 2007 HOCS, baseline of 2001]

### **Issues**

- No specific issues

## PSA Target No. 37

### HO target 3; DCA target 1; CPS target 2; CJS target 3

#### Description

“increase the number of crimes for which an offender is brought to justice to 1.25 million by 2007-08”

#### Specification of target

- TN defines ‘crimes’ in this context as ‘Notifiable Offences’, plus some others
- Clear definition of ‘brought to justice’ in TN

#### Data

- Collected by HO from the courts and the police – published in *Criminal Statistics England & Wales* (Command paper)

#### Availability

- Annual data, FY
- Command paper published November

#### Issues:

- No specific issues

## **HO target 4; AAID target 1**

### **Description**

- a. “reduce the harm caused by illegal drugs”
- b. “substantially increase the number of drug misusing offenders entering treatment through the criminal justice system”

### **Specification of target**

- a. TN specifies that ‘harm’ will be measured by the new Drug Harm Index, and gives details of coverage of index and reference to detailed note on measurement. TN also sets baseline (2002) and target date (2007-08)
- b. Clear definition in TN of ‘drug misusing offenders entering treatment through the criminal justice system’; TN specifies target for this group of offenders that numbers should “increase from a baseline of 384 [a month] in March 2004 to 1,000 a week by 31 March 2008”

### **Data**

- *Drug Harm Index* published by HO (NS)
- Offenders entering treatment through CJS measured from HO management information (not NS)

### **Availability**

- *Drug Harm Index* – annual data first published in May 2005 (data up to 2003). Proposals are for rolling annual data, updated quarterly, three quarters in arrears. To be reported in PSA monitoring (other publication not yet clear)
- Numbers of offenders entering treatment – monthly data, available one month in arrears. Progress against target to be reported in PSA monitoring

### **Issues**

- Reporting of *Drug Harm Index* not yet on a timely basis

## PSA Target No. 39

### HO target 5; DCA target 3

#### Description

“reduce unfounded asylum claims”

#### Specification of target

- TN gives definition of an ‘unfounded asylum claim’ (failed asylum seekers)
- TN specifies how target will be measured (absolute number of unfounded claims over a year – including both principal applicants and dependents); sets baseline (2002-03) and target date (2007-08)

#### Data

- Data published by HO in *Asylum Statistics* and *Control of Immigration Statistics* as NS

#### Availability

- *Asylum Statistics* published quarterly, two months after end of quarter

#### Issues

- No specific issues

### HO target 6

#### Description

“increase voluntary and community engagement, especially amongst those at risk of social exclusion”

#### Specification of target

- TN specifies PSA target as having two elements:
  - Increasing voluntary activity by individuals at risk of social exclusion
  - Increasing the voluntary and community sector contribution to delivering public services
- TN gives definitions of ‘voluntary activity by individuals’, ‘individuals at risk of social exclusion’, ‘voluntary and community sector’
- TN specifies targets for each ‘element of PSA target, and how these targets are to be measured’ including baselines (2001 for activity by individuals, 2002-03 for sector contribution) and target dates (2007-08 for both elements)
- TN also specifies overall success measure for PSA target – targets to be met for both elements

#### Data

- Voluntary activity by individuals at risk of social exclusion – data from *Home Office Citizenship Survey* (not NS)
- Voluntary and community sector contribution – measured by ‘voluntary and community activity index’, an output from the HO surveys conducted using the State of the Sector Panel (not NS). Details of coverage of index in TN

#### Availability

- HOCS is biennial – 2003 Survey published December 2004 [target will need to be assessed on 2007 HOCS]
- Voluntary and Community Activity Index to be produced from State of the Sector Panel surveys – to be reported in PSA reporting. [HO to publish reports of findings from surveys with the Panel, but first report (for surveys conducted in 2003-04 relating to 2002-03) yet to be produced – now promised for early 2006 with report for 2004-05 surveys to follow]

## Issues

- The State of the Sector Panel is a new venture, yet to produce a first full report. Details of coverage of the Voluntary and Community Activity Index are known, as is the baseline year for the index (2002-03) – but meaningful data (ie a time series with two or more observations) will not be available until the second year of panel surveys have been analysed. In such circumstances, little will be known about data quality

### HO target 7

#### Description

- a. “reduce race inequalities”
- b. “build community cohesion”

#### Specification of target

- a. TN specifies basis for measurement of target (perceptions of racial discrimination by a range of key public services and in the labour market) and precise formulation for target, including list of key public service organisations. TN specifies baselines (2001 for ‘perceptions by a range of key public services’, 2003 for ‘perceptions in the labour market’) and target date (2007)
- b. TN specifies basis for measurement of target (perceptions of community cohesion in ten selected areas with high risk of disturbances) and precise formulation for target (increases in perceptions of community cohesion in the majority of the high risk areas); TN specifies baseline (2005) and target date (2007). TN also specifies that success against overall PSA target requires meeting both targets

#### Data

- a. Data from *Home Office Citizenship Survey* (HOCS) – not NS
- b. Data from HOCS Local Area Boost [for ten ‘high risk’ areas in 2005 HOCS]

#### Availability

- HOCS is biennial – 2003 Survey published December 2004. Local Area Boost introduced for 2005 Survey [so baseline for b. needs to be 2005]
- Performance against targets initially in PSA reporting (Autumn Performance Report). Data from 2005 HOCS in 2005 APR (December 2005)

#### Issues

- Baseline for community cohesion fixed for what was a future year when target was initially set

## PSA Target No. 42

### DCA target 4

#### Description:

“by 2009-10, increase the proportion of care cases being completed in the courts within 40 weeks by 10%”

#### Specification of target

- TN defines ‘care cases’ as care proceedings, including supervision orders but excluding emerging protection orders; specifies how start and end dates of a case are measured
- TN gives quantitative baselines of 38% for (County Court) Care Centre cases and 46% for (Magistrates’ Courts) Family Proceedings Court (FPC) cases
- TN clarifies that 10% means 10 percentage points, and that 10% point increases are required for both Care Centre and FPC cases

#### Data

- Administrative data collected by DCA from Court Service’s FamilyMan system (for Care Centre cases) and through Family Case Tracker for FPC cases – not NS

#### Availability

- Data annual, FY – reported in departmental report, and in Autumn Performance Report, but otherwise not published

#### Issues

- No specific issues

## **DCA target 5**

### **Description**

- a. “increasing advice and assistance to help people resolve their disputes earlier and more effectively”
- b. “increasing the opportunities for people involved in court cases to settle their disputes out of court”
- c. “reducing delays in resolving those disputes that need to be decided by the courts”

### **Specification of target**

- a. TN specifies target of “a 5% increase from 47.5% to 49.9% in the proportion of justiciable problems in respect of which people receive suitable advice and assistance”. TN gives definition for ‘suitable advice and assistance’
  - b. TN specifies target of “a 5% reduction from 40.5% to 38.5% in the proportion of disputed claims in the courts that are ultimately resolved by a hearing”. TN gives definitions for ‘disputed claims’ and ‘resolved by a hearing’
  - c. TN specifies target of “a 2% increase from 79.9% to 81.5% in the number of Small Claims hearings that take place within target time”. TN gives definition for ‘Small Claims’ and specifies ‘target time’ as 15 weeks – also specifies start and end events that define target period
- TN sets target date of March 2008 for all three targets, and separate baselines (a. – 2004 (LSRC survey data for that year), b. and c. – Q1 2005)
  - TN also specifies that success against overall PSA target requires that all three targets are met

### **Data**

- a. Data from continuous face-to-face survey carried out through Legal Services Commission’s Legal Services Research Centre (LSRC) – not NS
- b. and c. Administrative data from Court Service’s Caseman computer system – not NS

### **Availability**

- a. Survey results to be reported for PSA monitoring (Departmental Report, Autumn Performance Report). – not published elsewhere (?). [NB Not clear what period survey results will be reported for – presumably annual, but FY or CY?]

b and c.

Quarterly data, to be available four to six weeks after end of quarter; to be reported for PSA monitoring – not published elsewhere (?)

### Issues

- Not clear what period LSRC survey results to be used for target a. will be reported for – FY ending March 2008, or CY 2007?
- No definition given of 'justiciable problems' – is there a standard definition?

### MOD target 1

#### Description

“achieve the objectives established by ministers for operations and military tasks in which the United Kingdom’s Armed Forces are involved, including those providing support to our civil communities”

#### Specification of target

- TN states that MOD’s ‘primary objective’ is “the successful completion of major operations”, and that “the objectives for each operation are captured in a Directive from the Chief of Defence Staff.” “The success of operations or Military Tasks will be judged against the Military Strategic Objectives given to each relevant commander by the Chief of Defence Staff”
- TN states intention to “support and protect civil communities and their livelihoods through the conduct of search and rescue, fishery protection, bomb disposal and counter-drug operations”. MOD will also “achieve the objectives agreed by Ministers following formal requests for assistance from another Government department, Civil Power or Local Authority”, and so “help resolve civil crises successfully”

#### Data

- “Assessment of success [of operations or Military Tasks] is performed through a formal review process under the Operational Tasking Group, under the chairmanship of the Vice Chief of Defence Staff, which assesses performance subjectively, using military judgement”
- “Achievement of operational objectives is assessed under Objective A of the Defence Balanced Scorecard”
- Data on “routine operations such as military assistance, search and rescue, fishery protection, bomb disposal and counter-drugs operations activities” are published in *UK Defence Statistics*, as NS

#### Availability

- Performance against target is reported in MOD PSA reporting (Annual Performance Report, Quarterly PSA Reports to HMT)
- Data on ‘routine operations’ is annual

## Issues

- PSA target is to achieve objectives established by Ministers, but no details in TN as to what those objectives are. Good reasons for this – objectives for individual operations and tasks not known in advance, and security considerations may mean not publicly stated. This makes the task of performance evaluation against target difficult and the reporting of performance less transparent
- Published data for 'routine operations', but TN does not set specific targets. Need to know targets/objectives in order to evaluate performance against them

### MOD target 2; FCO target 3; DfID target 5

#### Description:

“by 2007-08, improved effectiveness of UK and international support for conflict prevention ... where the UK can make a significant contribution, in particular Africa, Asia, the Balkans and the Middle East”

#### Specification of target

- TN states general objective “to improve the impact of HMG overall effort in areas suffering from violent conflict, or where there is tension which might lead to violent conflict” – and “as part of this work to seek improvements in the effectiveness of the efforts of the international community to prevent or end violent conflicts”
- TN specifies two types of target, for measuring progress towards durable peace in specific priority areas, and for measuring increased capacity and effectiveness of conflict prevention and peace support activity by the UN and in African Peacekeeping:
  - for ‘progress towards durable peace’, TN specifies targets for nine priority countries/regions (Afghanistan, Balkans, Democratic Republic of Congo, Iraq, Middle East (Peace Process), Nepal, Nigeria, Sierra Leone, Sudan). For each country/region, TN provides a baseline assessment of the situation as at April 2004, and a target outcome for end 2007-08;
  - for ‘capacity and effectiveness of conflict prevention and peace support’ by UN and African Peacekeeping, TN provides a baseline assessment for April 2004, and three target outcomes for end 2007-08 (two for UN, one for African Peacekeeping).
- Targets are mostly qualitative, but one of UN targets is quantitative
- TN also specifies formats for interim and final assessments of progress against targets, and process for agreeing between three departments involved

## Data

- TN specifies, for each target outcome, data sources to be used to assess progress
- 'Progress towards durable peace' – data sources mainly HMG internal reporting, also drawing on reporting by NGOs, international organisations (including UN) and media, and on EU monitors for election process (where relevant)
- 'Capacity and effectiveness of UN and African Peacekeeping' – data sources are HMG reporting, plus UN peacekeeping website and NGO and academic reporting

## Availability

- Performance against target will be reported in PSA reporting (departmental annual reports and Autumn Performance Reports, MOD quarterly PSA reports)
- Full assessment following end 2007-08 agreed between MOD, FCO, DfID, and with HMT format for assessments of progress set in TN – narrative, plus overall traffic light indications for 'progress towards durable peace' and 'capacity and effectiveness of UN and African Peacekeeping' separately, and for overall target
- Interim assessments bi-annually – agreed between MOD, FCO, DfID. To contain a shorter narrative and traffic light symbol indicating the direction of progress

## Issues

- The targets are mostly qualitative with a few quantitative elements
- Assessments of progress are by departments owning targets and rely to a substantial extent on internal sources, including reporting by posts abroad though also use data from external sources (mostly international organisations)

### MOD target 3

#### Description

“generate forces, which can be deployed, sustained and recovered at the scales of effort required to meet the Government’s strategic objectives”

#### Specification of target

- TN specifies the following ‘criterion’ for measuring performance against this target:
  - “by 2008, ensure that the peacetime readiness of all the force elements (FEs) required to conduct operations at the scales of effort set out in the Defence White Paper shows a 5% increase in the numbers reporting no serious or critical weakness compared with the average number reported in 2004-05”
- TN has definition of ‘required state of readiness’, for an FE in terms of required standards; TN also describes how ‘weaknesses’ are assessed
- TN states that MOD will also report progress on its planning and contingency preparations for generating, deploying and sustaining forces on contingent operations under two ‘criteria’ in respect of:
  - ability of FEs to “generate ... to immediate readiness for deployment”
  - ability of Department to “deploy its FEs, sustain them in theatre and thereafter recover them to their home bases”
- All ‘criteria’ are set as targets for a 5% increase in ‘readiness’ in 2008, measured against a baseline of average performance in Q1 to Q4 2004

#### Data

- MOD management information

#### Availability

- Data on ‘readiness’ is calculated quarterly; progress against ‘criteria’ is reported in MOD PSA reporting (Annual Performance Report, Quarterly PSA Reports to HMT)

#### Issues

- Assessment process, including calculation of ‘readiness’ measures, is internal to MOD (but has been audited by NAO)

## PSA Target No. 47

### MOD target 4; FCO target 5

#### Description

“play a leading role in the development of the European security agenda, and enhance capabilities to undertake timely and effective security operations, by successfully encouraging:

- a more efficient and effective NATO
- a more efficient and effective ESDP operating in strategic partnership with NATO
- and enhanced European defence capabilities”

#### Specification of target

- TN states “progress against this target will be measured against classified scorecards covering the three elements of the target”. No further details given

#### Data

- Scorecards to be used to measure progress on this target are classified – no details given on coverage of scorecards and/or indicators included

#### Availability

- Performance against the target is reported in PSA reporting (departmental annual report and Autumn Performance Reports, MOD quarterly, PSA reports)

#### Issues

- Proper public scrutiny of progress against this target is not really possible. Much of detailed information relevant to assessing progress, including details of scorecards against which it is measured, is withheld on security grounds

### MOD target 5

#### Description

“recruit, train, motivate and retain sufficient military personnel to provide the military capability necessary to meet the Government’s strategic objectives”

#### Specification of target

- TN states “performance against this target will be assessed against the achievement of manning balance in each of the three services, considered separately, by 1 April 2008”; TN notes that the Services will “aspire to remain within manning balance throughout the current drawdown period to 1 April 08”
- TN defines ‘manning balance’ as “the prevailing trained strength within a tolerance band of +1% to – 2%”
- TN notes that Department will also report (in PSA reporting) achievement against specified subsidiary internal targets or guidelines, including inflow and outflow rates

#### Data

- Key management information for this target will be drawn from the Service Personnel Balanced Scorecard (SBPSC)”
- Data on manning requirements and manning strength by service are published by DASA as NS

#### Availability

- Progress against the target reported quarterly in MOD PSA reporting (Annual Performance Report, Quarterly PSA Reports to HMT)
- Data on strength and requirement by service are published quarterly, within three months of end quarter

#### Issues

- Some ambiguity as to whether Services need to stay within manning balance thresholds throughout period to 2008, one of significant restructuring – TN says that they will ‘aspire’ to do so. [Department has noted “it is accepted that there may be occasions when ... [a service may] need to temporarily breach the threshold”

## PSA Target No. 49

### MOD target 6

#### Description

“deliver the equipment programme to cost and time”

#### Specification of target

- TN specifies three separate targets:
  - “achieve at least 97% of Key User Requirements (KUR) ... to be achieved throughout the PSA period”
  - “average in-year variation of forecast In Service Dates (ISDs) ... to be no more than 0.7 months in FY05-06, 0.5 months in FY06-07, and 0.4 months in FY07-08”
  - “average in-year variation of forecast costs for Design and Manufacture (D&M) phase ... of less than 0.4% in FY05-06, 0.3% in FY06-07, and 0.2% in FY07-08”
- TN specifies that population for which targets to be measured as “all Category A to C projects that have passed Main Gate Approval” and are yet to achieve ISD at start of FY
- More precise details of measurement in TN
- Definitions of Key User Requirements and In Service Date in TN

#### Data

- MOD management information

#### Availability

- Performance against targets reported quarterly in MOD PSA reporting (Annual Performance Report, Quarterly PSA Reports to HMT)

#### Issues

- No specific issues

### FCO target 1

#### Description

“deter, check and roll back programmes for the development of WMD and related delivery systems in countries of concern, and ... reduce the supply of, and demand, for such weapons world-wide”

#### Specification of target

- TN states “progress will be measured by evidence that UK interventions are having an impact on WMD programmes or on proliferation to other states or non-state-actors”
- Scorecard in TN lists four proxy indicators against which progress will be assessed (all qualitative)

#### Data

- No information in TN as to data sources for indicators listed in scorecard [FCO will include details of indicators (where not classified), including details of data sources, in the 2005 Autumn Performance Report (APR) and in APRs for subsequent years]

#### Availability

- Progress against scorecard measures will be measured quarterly and reported in PSA reporting (HMT performance reports, FCO APR)

#### Issues

- All scorecard measures are qualitative
- Data sources for scorecard indicators not specified in TN [but scheduled to be reported in 2005 and subsequent APRs]

## PSA Target No. 51

### FCO target 2

#### Description

“reduce the risk from international terrorism so that UK citizens can go about their business freely and with confidence”

#### Specification of target

- TN states “the main measure of progress will be evidence that UK interventions have increased global capacity and commitment to counter the threat from terrorism”
- Scorecard in TN lists six indicators of progress (all qualitative)

#### Data

- No information in TN as to data sources for indicators listed in scorecard. [FCO will include details of indicators (where not classified), including details of data sources, in the 2005 Autumn Performance Report (APR) and in APRs for subsequent years]

#### Availability

- Progress against scorecard indicators will be measured quarterly and reported in PSA reporting (HMT performance reports, FCO APR)

#### Issues

- All scorecard measures are qualitative
- Data sources for scorecard indicators not specified in TN [but scheduled to be reported in 2005 and subsequent APRs]

### FCO target 4

#### Description

“a reformed and effective (post-enlargement) EU, as measured by progress towards achieving UK policy priorities including a robust and effective CFSP which complements NATO”

#### Specification of target

- TN states “progress will be assessed by following scorecard measures” – then goes on to list 15 measures of progress (of which one – re future EU financing arrangements – in part quantitative, whilst the rest are qualitative)

#### Data

- No information in TN as to data sources for measures listed in scorecard [FCO will include details of indicators (where not classified), including details of data sources, in the 2005 Autumn Performance Report (APR) and in APRs for subsequent years]

#### Availability

- Progress against scorecard measures will be measured quarterly and reported in PSA reporting (HMT performance reports, FCO APR)

#### Issues

- All scorecard measures are qualitative, with one partial exception
- Data sources for scorecard indicators not specified in TN [but scheduled to be reported in 2005 and subsequent APRs]

## PSA Target No. 53

### FCO target 6; DTI target 8

#### Description:

- a. “by 2008, deliver a measurable improvement in the business performance of UK Trade & Investment’s international trade customers, with an emphasis on new to export firms”
- b. “maintain the UK as the prime location in the EU for foreign direct investment”

#### Specification of target

- a. TN specifies three indicators for this target:
  - i. “at least a 30 percentage point increase by 2007-08 in the proportion of UK Trade & Investment trade development resources focused on new-to-export firms”
  - ii. “at least 40% of new-to-export firms assisted by UK Trade & Industry improve their business performance within 2 years”
  - iii. “at least 50% of established exporters assisted by UK Trade & Industry improve their business performance within 2 years”

Definitions in TN of ‘new-to-export firms’ and ‘established exporters’

Baseline for indicator (i) specified in TN (2004-05)

- b. TN specifies two indicators:
  - iv. “improve the UK’s ranking within Europe in terms of the GDP-adjusted stock of EU foreign direct investment based on the UNCTAD World Investment Report”
  - v. “374 (in 2005-06), 440 (in 2006-07) and 524 (in 2007-08) successful inward investment projects secured by UK Trade & Investment in each year of the Spending Review of which 75% are knowledge driven”
- TN specifies, in respect of indicator (iv), baseline (UK position in 2003, from 2004 UNCTAD report) and target year of 2008
- TN specifies, in respect of indicator (v), that “slippage in any year may be compensated for by additional successes in succeeding years” – meeting the PSA requires 1338 successful projects over the three-year period

- TN specifies definitions of ‘successes’, of ‘UKTI involvement’ and of ‘knowledge driven’ TN also includes description of administrative process of recording UKTI successes, and of validation of these data by DTI internal audit and by NAO
- TN specifies that meeting overall target requires all five indicators being achieved by 2008; the overall target will be partly met if two (out of three) trade indicators and one (out of two) inward investment indicators are met

### Data

- a. Data for indicator (i) – departmental estimates of proportion of UKTI’s programme-funded expenditure focused on new-to-export firms; data for indicators (ii) and (iii) – from annual survey of users of UKTI’s principal services, carried out for UKTI by external consultants
- b. Data for indicator (iv) – *UNCTAD World Investment Report*, table showing inward investment stocks as % of GDP; data for indicator (v) – UKTI management data, validated by DTI internal audit and NAO

### Availability

- a. Indicator (i) – reported annually in departments’ Autumn Performance Reports; indicators (ii) and (iii) – reported in departments’ PSA reporting
- b. Indicator (iv) – *UNCTAD World Investment Report* published annually in September, with data for previous year; indicator (v) – reported annually in departments’ PSA reporting

### Issues

- Ambiguity in specification of indicator (v) – can ‘slippage’ against target in one year be offset against an overshoot in preceding years?

## PSA Target No. 54

### FCO target 7

#### Description

“increase understanding of, and engagement with, Islamic countries and communities and ... work with them to promote peaceful political, economic and social reform”

#### Specification of target

- TN states “progress will be assessed on the basis of the following indicators” – scorecard then lists eight indicators (all qualitative)

#### Data

- “UNDP reports and visible progress against the Millennium Development Goals ...”;
- No further information in TN as to data sources for indicators in scorecard [FCO will include details of indicators (where not classified), including details of data sources, in the 2005 Autumn Performance Report (APR) and in APRs for subsequent years]

#### Availability

- Progress against scorecard indicators will be measured quarterly and reported in PSA reporting (HMT performance reports, FCO APR)

#### Issues

- All scorecard indicators are qualitative
- Data sources for scorecard indicators incompletely specified in TN [but scheduled to be reported in 2005 and subsequent APRs]

**FCO target 8****Description**

“promote sustainable development, underpinned by democracy, good governance and human rights, particularly through effective delivery of programmes in these and related fields”

**Specification of target**

- TN states “the FCO’s focus [in respect of sustainable development] will be on achieving progress towards sustainable development by promoting good governance and human rights particularly in the areas of democracy, natural resource management, the prevention of torture, increased protection of children and minorities, the advocacy of greater freedom of expression and the enhancement of human rights standards”
- Scorecard in TN lists seven indicators against which progress will be assessed – indicators are in the following areas:
  - access to information, public participation and access to justice on environmental matters
  - natural resource management
  - international commitment to tackling illegal logging
  - implementation of Environmental Charters in the Overseas Territories
  - abolition of, or moratorium on use of, the death penalty
  - ratifications of the UN’s six core human rights treaties
  - ratifications of the Optional Protocol to the Convention Against Torture
- For five of these indicators, directly measurable targets (quantitative, or else event specific) are set in TN
- For the indicators on natural resource management and on Environmental Charters, TN states “delivery will be through capacity-building project work”, and “measurements will be project specific”

**Data**

- TN lists data sources for each of seven indicators – data sources mostly external to central government (eg assessments by the ‘Access Initiative’; Amnesty International’s website; UN’s website)

### Availability

- Progress against scorecard indicators will be measured quarterly and reported in PSA reporting (HMT performance reports, FCO autumn performance report)

### Issues

- Data sources for assessing progress not made clear for certain indicators, eg where all “delivery will be through capacity-building project work”

**FCO target 9; [joint target with HO/UK visas, b. only]**

**Description**

- a. “effective and efficient consular ... services, as measured by specific underlying targets”
- b. “effective and efficient ... entry clearance services, as measured by specific underlying targets”

**Specification of target**

- a. TN lists following ‘scorecard measures’ for consular services:
  - “90% of overseas passports issued within 10 working days from receipt of correct fee and correctly completed application”
  - “99% of hospitalised consular cases contacted within 24 hours of notification”
  - “98% of detainees contacted within 24 hours of notification of arrest, and detainee visited as soon as possible thereafter if detainee wishes”
  - “98% of notarial acts carried out within 1 working day from receipt of correct fee and correctly completed application”
  - “98% of birth registrations carried out within 5 working days from receipt of correct fee and correctly completed application”
  - “98% of death registrations carried out within 3 working days from receipt of correct fee and correctly completed application”

TN also specifies target for service delivery of consular services:

- “75% of a cross-section of users satisfied with the delivery of consular services”
- b. TN specifies following targets for entry clearance:
  - “90% of straightforward non-settlement visa applications to be processed and available for return to the applicant within 24 hours from the date of receipt by a visa section of the application and all supporting documents including the fee”
  - “90% of non-settlement applications requiring further enquiries or interview to be decided within 15 working days from the date of receipt by a visa section of the application and all supporting documents including the fee”

- “90% of applicants for settlement visas to be interviewed within 12 weeks (except at Posts where Ministers have agreed alternative targets)”
- “60% of visa applications to be processed by Posts with Risk Assessment Units or visa assessment teams in 2005-06, rising to 70% in 2006-07 and 75% in 2007-08”

Target dates not given (except for last of ‘entry clearance’ targets)

### Data

- a. Scorecard measures – administrative data collected from overseas Posts  
  
Service delivery target – data from new survey of recent users of consular services
- b. Administrative data collected from overseas Posts

### Availability

- All measures calculated annually (FY) and reported in PSA reporting (HMT performance reports, FCO autumn performance report)

### Issues

- Not clear whether targets apply to every year of the PSA period or just to the final year (2007-08) – presumably the former?
- Consular services service delivery target to be measured by a new sample survey for which no track record

**DfID target 1****Description**

“Progress towards the MDGs in 16 key countries in Africa”:

- a. “a reduction of 4 percentage points in the proportion of people living in poverty across the entire region, against the 1999 baseline”
- b. “an increase in primary school enrolment by 18 percentage points and an increase in the ratio of girls to boys enrolled in primary schools by 5 percentage points, both against their 2000 baseline”
- c. “a reduction in under-5 mortality rates for girls and boys by 8 per 1000 live births, against the 2000 baseline, and an increase in proportion of births assisted by skilled birth attendants by 11 percentage points, against the 2000 baseline”
- d. “a reduction in the proportion of 15-24 year old pregnant women with HIV”
- e. “enhanced partnership at the country and regional level, especially through the G8, to increase the effectiveness of aid and ensure that international policies support African development”

**Specification of target**

- 16 key countries listed in TN – Democratic Republic of Congo, Ethiopia, Ghana, Kenya, Lesotho, Malawi, Mozambique, Nigeria, Rwanda, Sierra Leone, South Africa, Sudan, Tanzania, Uganda, Zambia, Zimbabwe
- a. Definition of ‘poverty’ in TN, as an income of \$1 a day or less (at PPP exchange rate); TN states that target refers to sub-Saharan Africa as a whole, not 16 key countries; TN specifies “target refers to the change from 1999 to 2008”
- b. TN specifies that ‘primary school enrolment’ target relates to ‘net primary school enrolment’, and ‘gender equity’ to ‘gross school enrolment’. TN has definitions of ‘net school enrolment’ and ‘gross school enrolment’ (gross means over-age primary school children are counted). No baseline data for ‘net school enrolment’ available for two of 16 ‘key countries’ (Nigeria, Sierra Leone) – target will be measured on basis of 14 countries. No baseline data for ‘gross school enrolment’ available for one of 16 ‘key countries’ (Nigeria) – target will be measured on basis of 15 countries; target date – 2008

- c. For definitions of 'under-5 mortality' and 'births assisted by skilled attendants', TN refers to World Bank's *World Economic Indicators* and accompanying CD-ROM; no baseline data for 'births assisted by skilled attendants' available for six of 16 'key countries' (Democratic Republic of Congo, Malawi, Mozambique, Sudan, Uganda, Zambia) – target will be measured on basis of 10 countries; target date – 2008
- d. TN states that HIV prevalence data for 15-24 year old pregnant women collected in most countries, but where not available will use data for 15-49 group; baseline not stated for this sub-target (2000?); target date – 2008
- e. TN states "implementation of the outcome of the 2005 G8 Summit [due to update G8 Africa Action Plan of 2002] will be a key part of measuring progress towards this target"; reporting under this sub-target will also focus on "improving ownership – including number of PSA countries with a single performance assessment framework for government and donors providing budgetary support"; "alignment with country priorities"; "harmonisation of donor policies, procedures and practices"

## Data

[NB TN acknowledges "known problems with the availability, reliability and timeliness of the data for monitoring progress on development outcomes"]

- a. Data published by World Bank in *Global Economic Prospects*
- b and c.  
Data from World Bank's *World Development Indicators* and accompanying CD-ROM
- d. HIV/AIDS surveillance database, reported on US Census website
- e. Partly dependent on an 'event milestone' (outcome of 2005 G8 Summit); indicators for 'ownership', 'alignment' and 'harmonisation' being developed internationally by OECD/DAC

## Availability

- a. World Bank's *Global Economic Prospects* published annually – latest data in 2004 edition (published November 04) relate to 2001
- b and c.  
World Bank's *World Economic Indicators* released annually – latest data in 2004 version (released April 04) relate to 2002
- d. HIV/AIDS surveillance database – annual data relating to 'circa 2003' released September 2004
- e. Assessment of outcome of 2005 G8 Summit in PSA reporting (2005 Autumn Performance Report); no data currently available for other indicators

## Issues

- No quantitative indicators at present for sub-target e. ('enhanced partnership at the country and regional level') – evaluation of performance against target entirely dependent on a department assessment of 2005 G8 Summit outcome
- Not clear about baseline for measuring sub-target d. (reduction in AIDS prevalence amongst pregnant women)
- International data for which difficult to verify quality. Use of databases of World Bank and UN agencies give some reassurance on data quality but can mean that data is not very timely. TN notes that "the process of data collation by international agencies sometime adds a considerable time lag"

## PSA Target No. 58

### DfID target 2

#### Description

“Progress towards the MDGs in 9 key countries in Asia”:

- a. “a reduction in the proportion of people living in poverty of 5% points in East Asia and the Pacific and of 8% points in South Asia, both against their 1999 baseline”
- b. “an increase in net primary school enrolment by 8% points and an increase in the ratio of girls to boys by 5% points, both against their 2000 baseline”
- c. “a reduction in under-5 mortality rates for girls and boys by 24 per 1000 live births and an increase of 15% points in the proportion of births assisted by skilled birth attendants, both against their 2000 baseline”
- d. “prevalence rates of HIV infection in vulnerable groups being below 5%; a tuberculosis detection above 70% and a tuberculosis cure treatment rate greater than 85%”

#### Specification of target

- Nine key countries listed in TN – Afghanistan, Bangladesh, Cambodia, China, India, Indonesia, Nepal, Pakistan, Vietnam. TN states that, as little data available for Afghanistan, data will generally be reported for remaining eight countries, with Afghanistan reported separately where available
- a. Definition of ‘poverty’ in TN, as an income of \$1 a day or less (at PPP exchange rate); TN states that targets refer to regions as a whole (East Asia and Pacific, South Asia), not nine key countries; TN specifies “target refers to the change from 1999 to 2008”
- b. TN specifies that ‘primary school enrolment’ target relates to ‘net primary school enrolment’, and ‘gender equity’ to ‘gross school enrolment’; TN has definitions of ‘net school enrolment’ and ‘gross school enrolment’ (gross means over-age primary school children are counted); target date – 2008
- c. For definitions of ‘under-5 mortality’ and ‘births assisted by skilled attendants’, TN refers to World Bank’s *World Economic Indicators* and accompanying CD-ROM; target date – 2008
- d. TN gives definition of ‘vulnerable groups’ for HIV prevalence sub-target; target date – 2008

## Data

[NB TN acknowledges “known problems with the availability, reliability and timeliness of the data for monitoring progress on development outcomes”]

- a. Data published by World Bank in *Global Economic Prospects*
- b and c.  
Data from World Bank’s *World Development Indicators* and accompanying CD-ROM
- d. HIV prevalence data for ‘vulnerable groups’ reported by UNAIDS in *AIDS Epidemic Update* and in *Report on the Global AIDS Epidemic* [but only for a limited number of countries]; data for TB case detection rate and treatment success rate from WHO’s Global TB database

## Availability

- a. World Bank’s *Global Economic Prospects* published annually – latest data in 2004 edition (published November 2004) relate to 2001
- b and c.  
World Bank’s *World Economic Indicators* released annually – latest data in 2004 version (released April 2004) relate to 2002
- d. UNAIDS publications with HIV prevalence data are annual reports (2004 report, released July 2004, had data for 2003); for vulnerable groups indicator, limited coverage currently in terms of countries, but TN states “number of sites producing data is increasing and the quality of data is improving”. WHO data is annual – latest data (published in 2005 annual report, March 2005) are for 2003 for case detection rate and for 2002 for treatment success rate

## Issues

- HIV data for prevalence amongst vulnerable groups currently has only limited coverage in respect of nine key countries
- International data for which difficult to verify quality. Use of databases of World Bank and UN agencies gives some reassurance on data quality but can mean that data is not very timely. TN notes that “the process of data collation by international agencies sometimes adds a considerable time lag”

## PSA Target No. 59

### **DfID target 3; HMT target 8 (b.) and (c.) also comprise part of PSA target 93 (HMT target 8)**

#### Description

“improved effectiveness of the multilateral system”:

- a. “...increase the proportion of EC official development assistance (ODA) to low-income countries from its 2000 baseline figure of 38% to 70% by 2008”
- b. “90% of all eligible Heavily Indebted Poor Countries committed to poverty reduction that have reached Decision Point by end 2005 receive irrevocable debt relief by 2008”
- c. “international partners work effectively with poor countries to make progress towards the United Nations 2015 Millennium Development Goals”
- d. “improved effectiveness of United Nations agencies and the humanitarian aid system”

#### Specification of target

- a. TN gives definitions of ‘EC Overseas Development Assistance’ (specifying that it is only ODA allocated by country that will count to measurement); and of ‘low-income countries’ (to be based on 2001 GNI per capita)
- b. TN gives definition of ‘eligible Heavily Indebted Poor Countries’; and explains the 1999 ‘enhanced HIPC Initiative’, including definitions of ‘Decision Point’, ‘committed to poverty reduction’ and ‘receive irrevocable debt relief’ (as meaning that IMF and World Bank boards have agreed that a country has reached Completion Point of the process, and is thus eligible to receive ‘irrevocable debt relief’)
- c. TN lists four indicators to be used to assess progress against this target:
  1. Effective and sustainable poverty reduction strategies, as measured by number of countries presenting acceptable PRS progress reports to Boards of World Bank and IMF (target – 75% of all countries implementing PRSs to present satisfactory reports for the Boards)
  2. Continued progress in closing the global financing gap (target – a sustained increase over time in total net ODA from DAC member countries and multilateral agencies to aid recipients)

3. Improved effectiveness of EC development assistance, with progress on at least two out of three indicators:
    - “a clear policy framework that puts poverty reduction as its central aim”, and promotes coherence among EU policies
    - “agreement in Council, Commission and European Parliament to implement these objectives” (including increasing the share of EC ODA going to LICs)
    - “continued reforms and adoption of best development practices during the 2005-2009 Commission”
  4. “improved institutional effectiveness of 4 International Financial Institutions (IFIs)” – TN lists four IFIs to be monitored (EBRD, World Bank, Asian Development Bank, African Development Bank); TN states measurement to be “against three criteria identified through DfID’s multilateral effectiveness assessment and institutional strategies” – target is for three out of four IFIs to achieve progress against all three criteria
- d. TN lists two indicators to measure effectiveness of UN agencies and humanitarian aid system:
1. Humanitarian aid system – TN states that will use “measures related to progress on the implementation of Good Humanitarian Donorship Principles”. TN specifies three targets for DfID humanitarian financing (rising % not earmarked); UN consolidated appeals (falling % unfinanced, falling gap between most funded and worst funded); countries using new UN needs assessment methodology (rising numbers). “Success requires progress on 2 out of 3 of the indicators”. TN specifies quantitative targets for each measure for three different years (2005, 2007, 2009)
  2. UN and humanitarian agencies – TN states, “effectiveness will be measured against 3 criteria identified through DfID’s multilateral effectiveness assessment and institutional strategies”. TN lists nine UN agencies to be monitored – target is progress in six out of nine agencies against all three criteria.

## Data

- a. Data on ODA to LICs in *Geographical Distribution of Financial Flows to Aid Recipients*, published by OECD
- b. Information on progress of eligible HIPC under the enhanced HIPC initiative published in World Bank/IMF progress reports, and on World Bank and IMF websites
- c(1). Information on PRSs published in World Bank/IMF progress reports and on World Bank and IMF websites

- c(2). Data on total net ODA published by OECD
- c(3). Departmental assessment (qualitative)
- c(4). Qualitative assessment by DfID
- d(1). DfID humanitarian financing – DfID financial data; data on UN Consolidated Appeals Programme published by UN OCHA on OCHA Financial Tracking System; information on countries following UN needs assessment methodology from UN OCHA website
- d(2). Qualitative assessment by DfID

### Availability

- a. Annual – January 2005 publication had data up to 2003
- b. Progress reports every six months – website updated daily
- c(1). Progress reports annual (in September)
- c(2). Annual data – provisional data in April, relating to previous (calendar) year
- c(3). and c(4).  
Outputs reported by DfID in PSA reporting (annual performance report, reports on HMT website)
- d(1). DfID data reported in PSA reporting (Annual Performance Report, reports on HMT website); data on UN OCHA Financial Tracking System updated continuously
- d(2). Reported in PSA reporting (Annual Performance Report, reports on HMT website)

### Issues

- Many indicators for measuring success for c. and d. are qualitative
- Mostly use international data for which difficult to verify quality

### **DfID target 4; DTI target 5; measure 1 also comprises part of PSA target 73 (DEFRA target 5)**

#### Description

“... significant reductions in EU and world trade barriers by 2008, leading to improved opportunities for developing countries and a more competitive Europe”

#### Specification of target

TN specifies four measures of ‘increased openness’ – three for EU member states and one for non-EU developed countries:

1. “further progress ... in reducing CAP trade-distorting support”

TN specifies targets for three components:

- reduction in EU export subsidies
- reduction in EU production-linked domestic support
- reduction in barriers to access to EU markets

TN specifies quantitative target, baseline and target date for each component; meeting overall target requires all component targets met; TN sets out definition of ‘production-linked domestic support’ (based on WTO definitions), and details of measurement of ‘barriers to access’ (by average tariff on range of agricultural products). TN states that measurement for second component will be for EU15, not for EU25

2. “reduction in EU barriers to trade”

TN specifies that target relates to EU non-agricultural market access (NAMA) tariffs, and sets out target measure in two parts:

- Elimination of all NAMA tariffs >15% (or ‘on an agreed track’ to eliminate)
- Reduce average NAMA tariff level by half (or ‘on an agreed track’ to halve); no baseline or target data specified in TN

3. “reduction in non-EU developed countries barriers to trade”

TN specifies target of “at least a halving” (or ‘on an agreed track to halve’) [of] “non-EU developed countries average tariff levels”

On timing, TN states “measurement will be at the conclusion of the Doha round”; baseline not clear – presumed pre-Doha round situation?

4. “increase in the value of EU imports from least developed countries (LDCs) by at least \$6.5 billion by 2010”

Quantitative target and target date specified above; TN also specifies baseline (2004); TN defines LDCs as 49 countries listed by UN in 2004

## Data

1. EU expenditure on export subsidies from EU *Depenses* document; EU expenditure on ‘production-linked domestic support’: notifications by EU to WTO of ‘Amber Box’ and ‘Blue Box’ support (classification under Uruguay Round agreement on agriculture) [DEFRA estimates for EU15, from EU data (Eurostat and *Depenses* document) and WTO methodology]; average tariff on agricultural products: DEFRA calculations
2. Tariff rates estimated [by DfID/DTI] from Customs data
3. “data will be drawn from estimates by international institutions and academics of the impact of the Doha round on developed countries average tariff levels”
4. EU imports of products from LDCs from UN data (Comtrade database)

## Availability

1. Annual data and calculations from annual data (WTO notifications data only available around three years in arrears; DEFRA estimates used for short-term). Reported in PSA reporting (annual performance report, reports on Treasury website)
2. Tariff rates calculated every six months: reported in PSA reporting (annual performance report, reports on Treasury website)
3. Not clear – need successful conclusion to Doha Round first
4. Annual data; Comtrade database updated monthly, availability of full EU data dependent on availability of data from individual countries, could take up to a year before all countries data available. Reported in PSA reporting (annual performance report, reports on Treasury website)

## Issues

- For 1. and 2., use of complex calculations of average tariffs that are carried out by one or more of the departments responsible for the target(s) in question
- Target for 3. only applicable if Doha round ‘successful’ – if not, will need to rethink
- Specification of data to be used for measurement of success against 3. (Doha round target) is vague and non-specific

### DfID target 6

#### Description

- a. “ensure that the proportion of DfID’s bilateral programme going to low-income countries is at least 90% over the period 2005-08 ...”
- b. “...achieve a sustained increase in the index of DfID’s bilateral projects evaluated as successful”

#### Specification of target

- a. Definition of ‘DfID’s bilateral programme’ in TN; definition of ‘low-income countries’ (in terms of World Bank GNI per capita thresholds for 2001) in TN
- b. TN describes calculation of DfID’s ‘index of evaluated success’, which measures Value for Money (VFM) of DfID’s bilateral projects – and states that “the target is measured by annual improvements in VFM<sup>H</sup>, VFM<sup>M</sup> and VFM<sup>L</sup>” (separate indices for high risk, medium risk and low risk projects). TN states that “will also report ... an aggregate score of all three to track overall progress against this target”. TN sets baseline (2004 Q4) for target, but does not provide a precise definition of ‘sustained increase’

#### Data

- a. Data from DfID’s internal financial management systems
- b. Data for index calculated by DfID from management information – requires “annual project scoring and risk labelling of projects”, and “effective use of the Performance Reporting Information System for Management (PRISM)”

#### Availability

- a. Performance against target to be published annually in DfID annual report, plus other PSA reporting
- b. Not specified – presumably in PSA reporting?

#### Issues

- Measurement against target entirely dependent on DfID internal management information systems
- Some ambiguity about measurement of target b. (no precise definition of ‘sustained increase’, not clear whether three VFM measures will be simply added together or weighted)

## PSA Target No. 62

### DTI target 1; HMT target 4

#### Description

- a. “demonstrate further progress by 2008 on ... raising the rate of productivity growth over the cycle”
- b. “... [demonstrate further progress by 2008 on] improving competitiveness and narrowing the gap with our major industrial competitors”

#### Specification of target

- a. TN specifies that performance against target will be measured by comparing underlying trend productivity growth between two economic cycles, “the first to occur before the PSA period, and the second after”; and that “progress will have been made if the underlying rate of trend productivity growth is estimated to have increased between the two periods being compared”. TN specifies likely baseline for target as “the last full economic cycle before this target was adopted” (which it dates as running from 1986 Q2 to 1997 H1), but notes “it will only be possible to identify the most appropriate PSA comparator period at the end of the PSA period”
- b. TN defines ‘major economic competitors’ that UK will be benchmarked against as US, France, Germany. TN specifies that “assessment of performance against target will report each country’s outcomes, relative to the UK, for the appropriate baseline and comparison year, on both [per hour and per worker] measures of productivity”. TN states “performance will be measured between two years in which the UK, Germany, France and the US are assessed as being at a similar point on the economic cycle” (measured in terms of ‘output gap’) – but “it will only be possible to identify the most appropriate period over which to assess PSA performance at the end of the Spending Review period.”

#### Data

- a. Estimates of underlying trend productivity growth calculated and published by HMT, in Budget and Pre-Budget Reports – these are based on National Statistics data (but are not NS)
- b. International comparisons of productivity published by ONS on both output per worker and output per head bases (published as NS, but data on output per head basis classed as ‘experimental statistics’). Data on ‘output gap’ published by OECD in *OECD Economic Outlook*

## Availability

- a. Underlying trend productivity growth estimates for full cycle/part cycle periods updated twice yearly
- b. International comparisons of productivity released twice yearly; annual data, one-two years after end of year (February 2005 release had comparative data for 2003)

## Issues

- Basing targets on trends can be problematic – inevitable uncertainty about where trend is now, and latest assessment always likely to be revised as a consequence of change of view about trend
- Specification of targets as measured ‘over the economic cycle’ adds major element of short-term uncertainty to their measurement – difficult to date cycle turning points with any certainty until several years later, or to know where we are precisely in cycle at any point in time. But measuring progress against target depends on it
- HMT are joint owner of this target, but also provide critical input on its measurement (as they provide estimates of underlying trend productivity)

## PSA Target No. 63

### DTI target 2

#### Description:

“improve the relative international performance of the UK research base and increase the overall innovation performance of the UK economy making continued progress to 2008”

#### Specification of target

TN identifies six ‘attributes’ of the health of the science and innovation system that will determine success against this target. TN specifies key performance indicators for five of these attributes – the aim is “a maintained or improved performance for each of the attributes within the period until 2008”. The attributes are:

- a. “world class research at the UK’s strongest centres of excellence”. TN lists six quantitative indicators, based on ‘citations’ and numbers of researchers, together with latest available data and a target for each indicator. For two indicators, specific targets set for 2006. For other four indicators, targets in terms of UK position in G7 ‘league table’; for one indicator, target is specific league position for 2006, for other three indicators “the aim is for the UK to maintain its leading position” (no specific target date given)
- b. “sustainable and financially robust universities and public laboratories across the UK”. TN specifies four key ‘milestones’ to be achieved in implementation of the ‘Transparent Approach to Pricing Process’ – all ‘events’, rather than indicators, and none later than September 2005. TN states “DTI will ... work ... on developing other indicators to inform progress against this attribute”. (Department has subsequently reported – in APR – that work under way on developing two sets of indicators, of “university sustainability”, and of sustainability of Public Sector Research Establishments; indicators will be available from 2006)
- c. “greater responsiveness of the research base to the needs of the economy and public services”. TN specifies 11 quantitative indicators of interaction between higher education institutes and business, together with latest available data, in three groups – one of eight indicators, for which target is “improvement towards world leading benchmarks, as determined by comparable studies”; one of two indicators, for which target is “maintained or improved performance”; and one of one indicator (of business confidence in university knowledge transfer), for which measure and target are “being developed”
- d. “increasing business investment in R&D, and increased business engagement in drawing on the UK science base for ideas and talent”. TN specifies eight

quantitative indicators of business R&D activity, together with latest available data – target for ‘overall performance’ is “to narrow the gap with the UK’s leading international competitors”

- e. “a more responsive supply of science, technology, engineering and maths skills to the economy”. TN specifies two quantitative indicators – “target is for the UK to maintain its international ranking”
- f. “confidence across UK society in scientific research and innovative applications”. No indicators specified. TN states that this attribute is not covered by this PSA target.

## Data

- a. Thomson ISI for ‘bibliometric measures of scientific performance’ (ie data on citations); OECD data for numbers of researchers, and for denominators for ratios (GDP, public R&D expenditure)
- b. DTI/OST information; indicators of ‘university sustainability’ to be derived from data from HESA
- c. *Higher Education Business Interaction* (HEBI) survey, published by Higher Education Funding Council for England (HEFCE). Data source for non-UK data for ‘world’s leading benchmarks’ only identified as ‘comparable studies’
- d. UK data for gross domestic expenditure on R&D (GERD) and business expenditure on R&D (BERD) published by ONS as NS; international comparisons of GERD and BERD and data on ‘triadic’ patents from OECD science and technology data; data on other aspects of business investment in R&D from EU’s *Community Innovation Survey* (CIS) – UK survey administered and published by DTI [NB As an EU survey, CIS will also provide a source for international comparisons]
- e. DTI/OST administrative data on science, engineering and technology students in enterprise training; OECD data on PhDs awarded

## Availability

- a. Thomson ISI – annual data, available following year; OECD – annual data, lag of two years
- b. Currently not applicable – ‘events’ rather than indicators; availability not yet known for indicators in development
- c. HEBI survey annual, relating to previous academic year, results published around 18 months after end of year to which survey relates (eg results for 2004 Survey, relating to AY 2002-03, published January 2005); no details on ‘comparable studies’, presumably to be reported in PSA/performance reporting?

- d. ONS data annual – GERD published 15 months after year end, BERD 11 months after year end; OECD international comparisons of GERD and BERD annual, lag of two years; OECD patents data annual, lag of five years, but forward projections based on partial information available with lag of two years; CIS every four years, data relates to previous three years – CIS4 in 2005 will relate to 2002-04. Long lags before results published – CIS3 held in 2001, relating to 1998-2000, published in 2004
- e. OECD data on PhDs – annual, lag of three years; DTI/OST data not specified – presumably in PSA/performance reporting

### Issues

- Meeting target requires maintained or improved performance against five 'attributes', but no indicators as yet for one of the 'attributes'
- Very long lags before data becomes available on some of indicators, in particular CIS and OECD patents data – means performance being judged on out-of-date data
- Details of data sources very sketchy for some international indicators

**DTI target 3****Description**

“promote fair competitive markets by ensuring that the UK framework for competition and for consumer empowerment and support is at the level of the best by 2008, measuring the effectiveness of the regime through international comparisons, supported by a broader evidence base”

**Specification of target**

- a. “framework for competition”: TN specifies that success will be measured by “the UK maintaining and improving its position as a world class regime”, as measured by a Competition Regime Performance Index (CRPI) derived from the results of ‘peer reviews’ (“international studies to assess the effectiveness of the UK competition regime against its counterparts in other countries”) commissioned by DTI’s CCP Directorate every two to three years. Baseline will be the 2004 ‘peer review’. TN states that assessment “will also take into account results of independent surveys ... including any carried out by the Competition Commission and the Office of Fair Trading”
- b. “consumer empowerment and support”: TN specifies that performance will be assessed by:
  - Comparative information from an OECD research programme that will “examine specific aspects of consumer regimes in participating countries ... with the aim of identifying the common features of effective regimes under [three] headings” (legislative framework, enforcement, consumer empowerment) – this information will be used “to learn from best practice and help improve support for consumers”
  - Meeting a number of quantitative performance targets (specified in TN) for “Consumer Direct”, DTI’s telephone and online consumer advice service
  - Also taking account of independent surveys, “in particular, OFT’s annual survey of consumer awareness”

**Data**

- a. CRPI methodology and data published by DTI in 2004 *Peer Review of Competition Policy* (May 2004) – next data in 2006 ‘Peer Review’
- b. OECD research programme agreed in October 2004, first results due in 2006. Consumer Direct performance against targets – reporting not specified, presumably in DTI performance reporting (departmental report, annual performance report) and PSA reporting?

### Availability

- 'Peer Reviews' every two years – next scheduled for 2006 and 2008
- Performance against other indicators in PSA monitoring and departmental performance reporting

### Issues

- Measurement of success against target is vague in a number of places, especially for international comparisons of consumer empowerment and support, and as regards weighting to be given to different evidence sources
- A significant role is given to forthcoming results from a new OECD research programme that has only recently got underway

## PSA Target No. 65

### **DTI target 4; DfT target 7 (a. only); DEFRA target 2 (a. only); DEFRA target 7 (c. only)**

#### Description

- a. “reduce greenhouse gases to 12.5% below 1990 levels in line with our Kyoto commitment and move towards a 20% reduction in carbon dioxide emissions below 1990 levels by 2010, through measures including energy efficiency and renewables”
- b. “maintain the reliability of energy supplies”
- c. “eliminate fuel poverty in vulnerable households in England by 2010 in line with the Government’s Fuel Poverty Strategy objective”
- d. “ensure the UK remains in the top three most competitive energy markets in the EU and G7”

#### Specification of target

- a. TN sets out details of Kyoto target for greenhouse gas emissions (target covers six different gases, including carbon dioxide), including baselines (1995 for three gases – allowed under Kyoto – and 1990 for rest). Target date of 2010, to be measured as average of five years 2008 to 2012. TN defines success – presumably against second part of this PSA target (‘move towards’ 20% by 2010 for carbon dioxide) – as being below Kyoto target (a 12.5% reduction in greenhouse gases) by 2008. [TN also lists targets for ‘energy efficiency’ and ‘renewables’, but status of these targets is not clear – not part of PSA target?]
- b. TN defines ‘reliability of energy supplies’ as there being “sufficient gas and electricity capacity to meet demand, specifically including times of peak demand”. TN sets target that the market “provide sufficient capacity to meet maximum gas and electricity demand in each year to 2008”
- c. Definitions in TN of ‘fuel poor’ household and ‘vulnerable’ household. TN qualifies target as elimination of fuel poverty “as far as reasonably practicable”, taking account of “those households where assistance is refused or where households cannot be helped”. TN states success will be measured through monitoring numbers taken out of poverty against trajectory required to meet the target of eradication of fuel poverty by 2010
- d. Competitiveness of the energy market is measured by a range of ‘indicators of energy liberalisation at each stage of the supply chain’ – TN gives reference to where methodology is set out; [no target date given]

## Data

- a. Data for greenhouse gas emissions (Kyoto 'basket' indicator) published by DEFRA as NS; data for carbon dioxide emissions published by DTI in *Energy Trends* and by DEFRA as NS
- b. Data on gas and electricity capacity margins published by DTI in Joint Energy Security of Supply working group reports, and reported in *UK Energy Sector Indicators* [not NS?]
- c. Data on fuel poverty from English House Condition Survey (ODPM – not NS) and reported by DTI in *UK Energy Sector Indicators*
- d. Indicators of energy market competitiveness from annual survey commissioned by DTI; aggregate data reported by DTI in *UK Energy Sector Indicators* [not NS?]

## Availability

- a. Emissions data – annual calendar year, provisional estimates in March, final estimates in March following year
- b. Annual financial year data, reported four months after year end
- c and d. Annual calendar year data, reported 18 months+ after year end (2003 data in July 2005)

## Issues

- Imprecise formulation ('moving towards') for separate carbon dioxide target within emissions target – not clear what is minimum reduction in emissions by 2010 to meet target. TN appears to suggest that target is a minimum 12.5% reduction in carbon dioxide emissions by 2008, but wording is not clear on this
- Timing for energy market competitiveness target not clear – is target to be achieved for every year?

**DTI target 6****Description**

- a. “an increase in the number of people considering going into business”
- b. “an improvement in the overall productivity of small firms”
- c. “more enterprise in disadvantaged communities”

**Specification of target**

- a. TN sets target of “a statistically significant increase by 2008” in the number of people going into business (‘would-be entrepreneurs’) – baseline of 2003; definition given of ‘would-be entrepreneurs’ (in terms of responses to survey questions). TN specifies use of Total Entrepreneurial Activity (TEA) Index from UK Global Entrepreneurship Monitor (GEM) as secondary data measure when primary data source not available
- b. TN sets target – “productivity growth of small firms over the period 2003 to 2008 should exceed productivity growth in all firms”; specifies productivity to be measured as gross value added per employee. TN gives definition of ‘small firms’ (under 250 employees)
- c. TN sets target – to “increase the self-employment rate in disadvantaged communities, taking account of the economic cycle”; definitions given of ‘disadvantaged communities’ (based on 2000 Index of Multiple Deprivation) and of ‘self-employment rate’. TN explains how success will be measured, by comparing self-employment rate at end of period with rate at a point in the past when economy was at a similar point in the cycle; measurement will be based on four-quarter seasonally adjusted averages. [TN does not specify target date – presumably 2008? (as for parts a. and b. of target)]

**Data**

- a. Numbers of ‘would-be entrepreneurs’ from Small Business Service (SBS) *Household Survey of Entrepreneurship*, published by DTI (SBS) [not NS]; secondary data (TEA Index) from GEM, conducted and published by London Business School (LBS)
- b. Data on productivity from *Annual Business Inquiry* (ABI), published by ONS as NS
- c. Data on self-employment rate by small area from *Labour Force Survey* (LFS), published by ONS as NS. [TN does not specify how economic cycle to be dated – will use HMT estimates?]

### Availability

- a. SBS Household Survey is every two years – 2003 Survey published in [July] 2004. GEM is annual – 2004 survey published in January 2005
- b. ABI data is annual calendar year – provisional data published in December of following year (delay of 12 months), final data in June of the next year (delay of 18 months)
- c. LFS data is quarterly, published three months following end of quarter. [HMT estimates of dating of economic cycle produced at discrete intervals – generally twice a year (Budget and Pre-Budget Report), but can be at other times, eg in summer]

### Issues

- Specification of target for 'enterprise in disadvantaged communities' in form that depends on dating of economic cycle – may delay assessment of performance against target as not able to date cycle with any certainty until some time after its end
- Target date for part c. not specified – presumably as for other parts (2008)

### DTI target 9

#### Description

“by 2008, working with other departments, bring about measurable improvements in gender equality across a range of indicators”

#### Specification of target

- TN sets 11 sub-targets, some with more than one part. Four of sub-targets are for DTI; for other seven sub-targets: “DTI works with and influences other departments to make progress”. Three of these sub-targets are also PSA targets for the other department.
- TN specifies success for PSA target as meeting all four DTI targets, and making progress on the others, where another department has the policy lead.
- Sub-targets are specified for the following:
  1. Flexible working arrangements (DTI)
  2. Provision of childcare facilities/arrangements by employers (DTI)
  3. Equal pay reviews in large organisations (DTI)
  4. Under-representation of women in specific sectors (DTI)
  5. Occupational segregation in Modern Apprenticeships (DfES lead)
  6. Women in public appointments (CO lead)
  7. Women in Senior Civil Service (CO PSA target)
  8. Better childcare (DfES/DWP joint PSA target)
  9. Domestic violence (HO lead)
  10. Pensions coverage for women (DWP lead)
  11. Improvements in local public transport (DfT PSA target)
- For most sub-targets, TN sets quantitative targets, with target dates and baselines, where applicable. For sub-target (5), coverage not clearly specified. For sub-target (9), progress is measured by a range of indicators.

## Data

- Data from a range of sources, including surveys – most not NS:
  1. DTI surveys – *Work-Life Balance Survey* and *Flexible Working Employee Survey*
  2. DTI *Work-Life Balance Survey*
  3. Equal Opportunities Commission survey
  4. Data published by Resource Centre for Women in Science, Engineering and Technology; ONS *Labour Force Survey* (NS)
  5. Data from DfES National Information System for Vocational Qualifications
  6. Data published by CO in *Delivering Diversity in Public Appointments*
  7. CO data (see PSA target No. 100)
  8. Ofsted and DWP data (see PSA target No. 2)
  9. Best Value indicators, published by HO in *Police Performance Assessment Framework* (PPAF)
  10. Data from *Family Resources Survey*, published by DWP as NS
  11. DfT data (see PSA target No. 23)

## Availability

- DTI surveys – frequency not fixed, but less than annual
- EOC survey – annual
- LFS is quarterly, published three months after end of quarter
- Most other data are annual
- Assessments of progress in PSA monitoring

## Issues

- Majority of sub-targets are lead responsibility of other departments – some ambiguity about how performance against these is to be evaluated (need to make progress against targets means not necessarily meet them?)

**DTI target 10****Description**

“by 2008, promote ethnic diversity, cooperative employment relations and greater choice and commitment in the workplace, while maintaining a flexible labour market”

**Specification of target**

TN specifies five sub-targets:

- a. “raise the self-employment rate of under-represented ethnic minorities, relative to that of other groups”
  - b. “reduce the incidence of racial discrimination at work reported by ethnic minority employees”
  - c. “maintain and improve the overall level of UK labour market flexibility”
  - d. “a statistically significant increase in the number of employees that have informational and consultation procedures”
  - e. “a statistically significant increase in the number of economically active people of working age who feel well or very well informed about their rights in work”
- TN provides definitions of ‘self-employment’, ‘under-represented ethnic minorities’, ‘racial discrimination’, ‘labour market flexibility’, ‘information and consultation procedures’
  - Baselines specified for all sub-targets; target date for d. is 2006 (others 2008)
  - TN describes composition of overall indicator of labour market flexibility

**Data**

- Mostly survey data, and not NS
- a. ONS *Labour Force Survey* microdata (LFS published as NS)
  - b. New DTI survey, *Fair Treatment at Work Survey*
  - c. Labour Market Flexibility indicators developed for DTI by academic research
  - d. DTI surveys – *Workplace Employment Relations Survey and Work-Life Balance Survey*
  - e. DTI survey of awareness, knowledge and exercise of individual employment rights

### Availability

- a. LFS is quarterly, published three months following end of quarter – microdata not published
- b. New survey in 2004-05, planned for every two years
- c. Annual data – overall indicator being developed
- d. Regular surveys, less frequent than annual
- e. Survey in 2000, repeated in 2005 – next in 2008?

### Issues

- New and/or untested data sources for three of five sub-targets – new survey for fair treatment at work; new overall indicator of labour market flexibility; survey of individual employment rights only held once before

## **DTI target 11**

### **Description**

- a. “reduce the civil nuclear liability by 10% by 2010”
- b. “deliver annual 2% efficiency gains [in nuclear Site Licence Companies] from 2006-07”
- c. “ensure successful competitions have been completed for the management of at least 50% of UK nuclear sites by end 2008”

### **Specification of target**

- a. TN specifies that the UK’s overall civil liability is measured by the national Life Cycle Baseline (LCBL), which is aggregate of LCBLs of all 20 nuclear sites. TN has definition of Life Cycle Baseline. TN specifies baseline (2008 LCBL) and target date (2011 LCBL)
- b. TN gives definition of ‘efficiency gains’; target measured as aggregate efficiency gains over all 20 nuclear sites; efficiency gains measured after payment of performance-based incentive fees. TN specifies target to be met every year from 2006-07
- c. TN gives definition for ‘successful competition’ (as receiving three to six bids for evaluation)

### **Data**

- a. Data on aggregate LCBL constructed by the Nuclear Decommissioning Authority (NDA) from LCBLs for individual sites supplied by operating companies (BNFL/BNG group and UKAEA), and published
- b. Management information from operating companies – NDA will report ‘performance against the life cycle baseline’ in annual review [NB no annual review yet published]
- c. Management information – changes of site management reported in NDA annual report

### Availability

- a. LCBL data published annually in September for that FY (eg 2004-05 data in September 2004)
- b. NDA annual review to appear in June each year (starting June 2006) – data will relate to previous FY
- c. PSA reporting and in NDA annual report

### Issues

- No targets are operative before 2005-06 (NDA established in April 2005) – baselines for a. and b. are periods in the future

### DEFRA target 1

#### Description

- a. “achievement of positive trends in the Government’s headline indicators of sustainable development”
- b. “progress [by the UK] towards delivering the World Summit on Sustainable Development commitments, notably in the areas of sustainable development and production, chemicals, biodiversity, oceans, fisheries and agriculture”
- c. “progress towards internationally agreed commitments to tackle climate change”

#### Specification of target

- a. TN notes that “ a revised set of [headline] indicators [of sustainable development] will be produced as part of the review of the UK Sustainable Development Strategy ... due to report in Spring 2005”. Revised TN now issued, with details of new indicators – 68 indicators, covering a total of 127 component measures, and supporting four “priority areas” (sustainable consumption and production, climate change and energy, protecting natural resources, creating sustainable communities). Revised TN explains reporting against this target through PSA summaries, for each of four priority areas, which will “summarise progress in terms of the number of indicators measures assessed, using a traffic light system as green signifying improvement; amber little or no change; and red deterioration, compared with baselines of 1990 and 1999”. Also specifies ‘basic rule of thumb’ for traffic light assessments (threshold of +/- 3% change from baseline for green/red light). TN sets out which measures count in summaries for each priority area – not all measures count to PSA summaries, and some measures count to more than one priority area.
- b. TN states that PSA target “covers the six WSSD [World Summit on Sustainable Development] commitments on which DEFRA formally leads”. [Delivery plans for these are available on the Government’s Sustainable Development website] Revised TN notes that “the new Strategy includes a commitment to establish measures for sustainable international development,” and gives some details of what these will cover. “Some preliminary indicators are presented on the sustainable development website”. [But no definitive list of indicators for this target as yet]

- c. TN states objective as “to secure greater commitment [to meeting climate change commitments] from our European neighbours and other developed countries, and to draw in the most significance greenhouse gas emitters from the developing world”. TN lists two sets of success criteria – one in respect of milestones to be achieved by end 2005, and one relating to aspects of new framework to be negotiated by 2008. All criteria are qualitative

## Data

- a. Revised TN lists data source(s) for each indicator. Sources are departmental data from a range of departments – ONS, DWP, DfES, GAD, ODPM, HO, DTI, DfT, as well as DEFRA. Most individual data are NS [NB data for indicators are collectively published as NS]
- b. Data sources for preliminary international indicators include UN, FAO, IEA, Eurostat
- c. Qualitative assessment and event milestones

## Availability

- a. PSA summaries for each priority area annually in PSA reporting (Autumn Performance Report). Traffic light assessments for individual indicators published on Sustainable Development website – updated regularly. Also in DEFRA annual publication *Sustainable Development Indicators in Your Pocket*.
- b. Assessment in PSA reporting, once indicators selected. Data for preliminary international indicators available on Sustainable Development website (but no traffic light assessments)
- c. Assessment in PSA reporting

## Issues

- For target a., sustainable development, TN does not specify precisely how overall success against the target will be measured on the basis of the traffic light assessments for individual indicators (eg proportion of ‘green lights’ required). Neither is there a target date for this assessment
- Specification of measurement of success against target b., WSSD commitments, is very vague. No definitive list of indicators as yet, or details of how individual indicators will be assessed; also no target date for assessment
- No measurable targets for target c., international climate change commitments, other than event milestones
- TN does not specify how success for overall target will be assessed from performance against three sub-targets

### DEFRA target 3

#### Description

- a. “reverse the long-term decline in the number of farmland birds by 2020, as measured annually against underlying trends”
- b. “bring into favourable condition by 2010 95% of all nationally important wildlife sites”

#### Specification of target

- a. TN specifies that target will be measured by an index of farmland bird populations, based on data for 18 species regarded as representative of the overall population of farmland birds. TN lists these species. TN states that the target “will be achieved when the long-term trend in the index and the associated upper and lower confidence limits (using a 95% confidence interval) are all positive”. TN outlines methodology to be followed for calculating the long-term trend in the index of farmland bird populations. [NB Delivery Plan sets two intermediate milestones – rate of decline of index will slow in the period 2004 to 2009; index will become stable during period 2009 to 2014]
- b. Definitions in TN of ‘nationally important wildlife sites’ (as Sites of Special Scientific Interest – SSSIs), and of ‘favourable condition’. ‘95% of nationally important wildlife sites’ to be interpreted as 95% of total SSSIs by area

#### Data

- a. Data from *British Bird Survey* (BBS), carried out by the British Trust for Ornithology (BTO), Joint Nature Conservation Committee (JNCC) and Royal Society of the Protection of Birds (RSPB), and published by JNCC. Index and long-term trends are calculated by DEFRA from these data. Index of farmland bird populations is published by DEFRA as NS
- b. Data from monitoring of condition of SSSIs by English Nature – published in English Nature annual report, and on English Nature website. Not NS

#### Availability

- a. BBS is an annual survey – results released late summer of following year (2004 survey in August 2005). Index is annual, CY – published by DEFRA in Autumn of following year (2003 index published in October 2004). Long-term trends in PSA reporting

- b. Data for aggregate indicator presented as point-in-time estimates using latest assessment for each individual unit (eg data in annual report presented as end-March for previous FY). Assessments for individual units made as part of a six-year rolling programme; aggregate indicator uses latest available data for each individual unit. English Nature website has data for individual units and regular updates through the year of aggregate indicator

### Issues

- Very long timescale for achievement of 'farmland birds' target; use of trends for measurement will further delay final assessment against target. Intermediate milestones set in Delivery Plan, first by 2009, but could be two or three years later before trend change can be assessed

**DEFRA target 4****Description**

- a. “reduce the gap in productivity between the least well performing quartile of rural areas and the English median by 2008, demonstrating progress by 2006”
- b. “improve the accessibility of services for people in England’s rural areas”

**Specification of target**

- a. TN explains that, for purposes of target, productivity is measured at district level by aggregate earnings of taxpayers of working age divided by number of people of working age (economically active or economically inactive) not in education. [GVA is not available at this level of disaggregation]. TN describes criteria for classification as a district with a predominately rural population (based on 1991 urban settlement boundaries and 1991 Census details), and lists districts included in ‘least well performing quartile of rural areas’; also describes how districts in this quartile will be weighted together in construction of a productivity measure (based on numbers of working age in rural output areas within district – from 2001 Census). TN sets baseline for target (2000-01). [Department has reported that selection criteria for rural areas have changed – now based on new urban/rural classification of LA districts published by DEFRA in July 2005. Department has selected 44 districts from those classified as rural, to be used as ‘least well performing quartile’ for data calculations]
- b. More precise definition of target in TN – “the improvement achieved in the delivery of selected services should be as good in rural areas as it is in urban areas”. TN lists indicators for nine services, and one or more measures for each indicator; success is defined as achieving the target for at least seven out of nine services. [NB for one service indicator – accessibility – “a rural-urban comparison is not appropriate”; for this service, performance will be judged a success “if the indicators listed (11 in all) have risen for rural areas by April 2008”. TN does not specify how many of these measures need to rise]

TN defines baseline and target date for each service indicator – “the percentage improvement in rural areas in England should not be statistically significantly less than the improvement for urban areas over the period from 2005 to 2008”. Exceptions are ‘accessibility’ – see above – and ‘pensions’, where the comparison is with the UK as a whole (rather than urban areas in England). TN sets out, for each indicator, how data for ‘rural areas’ will be compiled from data disaggregated to district level, or lower; methods vary, reflecting absence of a common geography [eg ‘mental health’ data are

available by PCT, employment data by district). [NB TN acknowledges that “DEFRA does not deliver rural services”, and is not the policy lead for any of the services covered by the nine indicators – instead DEFRA aims “at influencing the delivery of rural services by others”]

## Data

- a. Aggregate earnings of taxpayers by district – from *Survey of Personal Incomes*, published by HMRC as NS. Population of working age by district – from *Local Area Labour Force Survey*, published by ONS as NS
- b. A range of data sources, including PCTs, Ofsted, LFS, DfT. Some data are NS

## Availability

- a. HMRC *Survey of Personal Incomes* – annual FY data, published around 18 months after year end. ONS *Local Labour Force Survey* – annual FY data, published around seven to eight months following year end. Aggregate productivity measure in PSA reporting
- b. Assessment in PSA reporting

## Issues

- Measurement of performance against target depends crucially on separate identification of performance in rural areas. Whilst measurement for the productivity target is based on a clear rural/urban classification at district level, different levels of disaggregation, and in some cases variable geographies, make for complications in respect of the ‘accessibility of services’ target – it seems unlikely that a consistent concept of rural areas is being used across the full range of service indicators
- Whilst PSA target for accessibility of services in rural areas is DEFRA’s alone, DEFRA is responsible for none of the nine services for which indicators are included in the target measure

## PSA Target No. 73

### **DEFRA target 5; (b.) also comprises part of PSA target 60 (DfID target 4 and DTI target 5)**

#### Description

- a. “deliver more customer-focused, competitive and sustainable farming and food industries”
- b. “secure further progress via CAP and WTO negotiations in reducing CAP production-linked support”

#### Specification of target

- a. TN states that progress will be assessed by four indicators:
  - “agriculture’s gross value added per person excluding support payments”
  - “productivity of the food industry”
  - “farming’s impact on river water quality”
  - “soil organic matter content”

TN sets target for agriculture GVA – “the ratio of the exchange-adjusted GVA [per person] to the EU14 GVA measure [average GVA per person for EU15 less UK] to increase back to the 1990-92 average level by 2010”. [NB this ratio fell significantly during the 1990s]. TN explains rationale for focusing on ratio of UK to EU14 (to remove effect of commodity price fluctuations) and for exchange rate adjustment, and describes methodology for making the latter adjustment. No targets set in TN for the other three indicators – in each case, the indicator “is not yet ready to go ‘live’”. [Department has since reported that targets for these indicators will be formally adopted in 2006]

- b. TN states that progress will be assessed by three indicators:
  - “reductions in EU export subsidies”
  - “reductions in EU production-linked domestic support”
  - “reduction in barriers to access to EU markets”

TN specifies quantitative target, baseline and target date for each indicator. TN sets out definition of ‘production-linked domestic support’ (based on WTO definitions), and details of measurement of ‘barriers to access’ (by average tariff on range of agricultural products). TN states that measurement for ‘production-linked domestic support’ will be for EU15, not for EU25

- TN sets criteria for overall success for the PSA – it “will require meeting the targets for CAP reform and agriculture GVA and the targets for all but one of the remaining ‘live’ indicators”

## Data

- a. Data on agriculture GVA for the EU15 are produced by Eurostat; value added per person is calculated using agricultural work units (full time equivalents engaged in agriculture). The series for the ratio of exchange-rate adjusted UK GVA to EU14 GVA is calculated by DEFRA
- b. EU expenditure on export subsidies from EU *Depenses* document. EU expenditure on ‘production-linked domestic support’ – notifications by EU to WTO of ‘Amber Box’ and ‘Blue Box’ support (classification under Uruguay Round agreement on agriculture) [DEFRA estimates for EU15, from EU data (Eurostat and *Depenses* document) and WTO methodology]. Average tariff on agricultural products – DEFRA calculations

## Availability

- a. annual CY data, reported in PSA reporting [around 12-18 months after year end? – 2003 data on website by summer 2005]
- b. annual data and calculations from annual data (WTO notifications data only available around three years in arrears; DEFRA estimates used for short-term). Reported in PSA reporting

## Issues

- No targets or measures set for three out of four indicators for sustainable farming and food production PSA target – promised for 2006
- For ‘reducing CAP trade-distorting support’ target, use of complex calculations of average tariffs that are carried out by the department responsible for the target

### DEFRA target 6

#### Description

“enable at least 25% of household waste to be recycled or composted by 2005-06, with further improvement by 2008”

#### Specification of target

- Definition of ‘household waste’ in TN
- ‘Further improvement by 2008’ defined in TN as “a further increase” [in percentage of household waste recycled or composted] – assume refers to FY 2007-08 (not entirely clear in TN). [Department has since said that currently consulting on options for 2007-08 targets]

#### Data

- To 2003-04 *Municipal Waste Management Survey* (published by DEFRA as NS), from 2004-05, *WasteDataFlow* Statistics (DEFRA – NS?)

#### Availability

- MWMS data is annual FY – provisional data published 12 months after year end, final data 15 months after year end
- WasteDataFlow data will be quarterly – final data within six months of year end (once ‘fully operational’)

#### Issues

- Lack of precision about the 2007-08 target – how much increase over 2005-06 is required for success?

## PSA Target No. 75

### DEFRA target 9

#### Description

“To improve the health and welfare of kept animals, and protect society from the impact of animal diseases, through ...”

- a. “sharing the management of risk with industry”
- b. “... a reduction in the prevalence of scrapie infection (from 0.33% to 0.20%) by 2010”
- c. “a reduction in the number of cases of BSE detected by both passive and active surveillance to less than 60 in 2006, with the disease being eradicated by 2010”
- d. “a reduction in the spread of bovine TB to new parishes to below the incremental trend of 17.5 confirmed new incidents per annum by the end of 2008”

#### Specification of target

- a. TN sets target, “90% of livestock holdings will have an auditable farm health plan by 2014”. Definitions in TN for ‘livestock holdings’ and ‘auditable farm health plan’
- b. TN states that “research is in progress to provide best estimates of the annual prevalence of scrapie infection” [Department has since stated research to be completed by March 2008]. Until research results are available, “prevalence will be monitored through the results of testing fallen stock and those from the abattoir survey”
- c. TN explains the terms, ‘passive surveillance’ and ‘active surveillance’. Clarification of coverage of target in TN – it does not include “cases arising from imported infection” or cases arising from “a third route of transmission (ie other than through feed or maternal transmission)”
- d. TN states that target relates to “the number of confirmed new incidents (cases) in a calendar year in parishes where no confirmed new incident had commenced in the previous four calendar years”

## Data

- a. Data sources for this indicator not yet established – to be developed as part of process of producing indicators to measure progress with the Animal Health and Welfare Strategy.
- b. Data on scrapie new cases published by DEFRA in BSE weekly statistics (not NS). Estimates of prevalence of scrapie (as percentage of sheep population) in report on scrapie surveillance in sheep, published by Veterinary Laboratories Agency (DEFRA) – not NS
- c. Data from passive and active surveillance published by DEFRA in BSE weekly statistics (not NS)
- d. Data on *Incidence of TB in Cattle* published by DEFRA as NS

## Availability

- a. New data sources – future availability not known
- b and c.  
BSE weekly statistics – cumulative statistics by CY updated on a weekly basis; 'passive surveillance' BSE cases data one week in arrears, 'active surveillance' BSE cases and scrapie cases data around three months in arrears. VLA reports on scrapie surveillance not on regular basis – latest, for 2003, published in mid-2004
- d. Monthly data, figures published three months in arrears

## Issues

- No data as yet for target a., 'sharing risk management with industry'
- Some questions about data for prevalence of scrapie. Research into new measure in progress – completion by March 2008 – but timetable thereafter for development of a new measure, and details of that measure not known

## PSA Target No. 76

### DCMS target 3

#### Description

- a. “by 2008 ... increase the number [from priority groups] who participate in active sports at least twelve times a year by 3%, and increase the number who engage in at least 30 minutes moderate intensity level sport at least three times a week by 3%”
- b. “[by 2008] ... increase the number [from priority groups] who participate in an arts activity at least twice a year by 2%, and increase the number who attended arts events at least twice a year by 3%”
- c. “[by 2008] ... increase the number [from priority groups] accessing museums and galleries collections by 2%”
- d. “[by 2008] ... increase the number [from priority groups] visiting designated historic environment sites by 3%”

#### Specification of target

- All targets: TN defines ‘priority groups’ (people with a disability, black/ethnic minorities, socio-economic groups C2, D, E) and clarifies that targets apply to people aged 16+ in these groups (NB for sports targets a. and b. only, ‘women’ are also a priority group). No baseline specified for any target or sub-target, although all are % changes
- a. Definitions in TN of ‘active sports’, ‘moderate intensity level sport’
- b. Definitions in TN of ‘participation’ [in an arts activity], ‘attendance’ [at an arts event]
- c. Definition in TN of ‘accessing’ [museums and galleries], as either visiting or taking part in a museum/gallery-organised activity
- d. Definition in TN of ‘designated historic environment site’

#### Data

- Data from new DCMS survey, Taking Part (national survey of culture, leisure and sport) – NS status not clear (data from survey is to be “produced in line with National Statistics protocols”, but presumably non-NS, at least at first?)

## Availability

- New survey launched in July 2005 – first results ['headline figure' for 2005 Q1] to be published in December 2005; future frequency of releases not made clear

## Issues

- New survey specifically set up to meet this data requirement – but no data as yet (promised for December 2005)
- As a new survey, nothing really known about data quality. Even if data are produced in line with NS protocols – as TN says they will be – unlikely that will be designated NS straightaway
- No baselines specified for targets, presumably because no data as yet – will this be 2005?
- On what basis were target percentages chosen, if baselines not known?

## PSA Target No. 77

### DCMS target 4

#### Description

“by 2008, improve the productivity of the tourism, creative and leisure industries”

#### Specification of target

- TN specifies target as productivity growth in the tourism, creative and leisure industries to be higher than for the service sector as a whole
- TN gives definitions of ‘tourism’, ‘creative industries’ and ‘leisure’ in terms of SIC sub-groups
- TN specifies productivity measure as ratio of ‘gross value added’ to ‘numbers employed’. Baseline for target (2002) specified in TN

#### Data

- Data on GVA and numbers employed by industry from *Annual Business Inquiry*, published by ONS as NS [data not published at level of detail required for target]

#### Availability

- ABI data is annual calendar year – provisional data published in December of following year, final data in June of next year (18 months delay)

#### Issues

- As TN notes, measurement of target uses “low level results” from a sample survey that “are more prone to sampling variation” – so it may be “advisable to consider the trend and averages over several years, rather than solely changes between any two particular years”. However target measurement does not take this advice – target is specified in terms of change between two specific years (2002 and 2008)

**DWP target 1; HMT target 7 (a. only)****Description**

- a. “halve the number of children in relative low-income households between 1998-99 and 2010-11, on the way to eradicating child poverty by 2020”
- b. “reduce the proportion of children living in workless households by 5% between Spring 2005 and Spring 2008”
- c. “increase the proportion of Parents with Care on Income Support and income-based Jobseeker’s Allowance who receive maintenance for their children to 65% by March 2008”

**Specification of target**

- a. definition in TN of ‘relative low-income households’. TN notes that data is ‘equivalised’, using modified OECD equivalisation scale; also that ‘children’ for this target means under 16s plus (unmarried) 16-18s in education. TN states coverage of target as set is GB (as no Northern Ireland data for 1998-99), but it “will be adjusted to include Northern Ireland if this proves feasible”. TN clarifies that ‘eradicating child poverty by 2020’ does not mean reaching zero on low-income measures (“never possible ... because of temporary low incomes that are reported”) – instead “success in the 2020 goal ... might .. be judged if the UK’s child poverty rate has improved to the point where it is among the best in Europe”. [TN states that the number of children in ‘relative low-income’ households is one of three ‘tiers’ of measures of child poverty – the others are ‘material deprivation’ and ‘children in absolute low-income households’. No quantitative target is yet set for ‘material deprivation’ (no data as yet) – one will be set once data is available in Spring 2006. TN has a target (reduce to under 1 million by 2010-11) for the number of children in relative low income households, but this is not formally part of the PSA]
- b. definition in TN of ‘workless households’; TN also defines (dependent) ‘children’ for this target as under 16s. TN specifies that ‘Spring’ (used in target wording in describing baseline and target dates) means the three months March to May [NB this choice of target period is dictated by data availability]
- c. TN defines ‘Parents with Care’, and makes clear that target also encompasses data for ‘Persons with Care’ (for which definition also given). TN sets target to be measured as “Parents/Persons with Care claiming Income Support or income-based Job Seeker’s Allowance ... who are in receipt of maintenance”, as a proportion of all Parents/Persons with Care claiming ISA or JSA-IS who have a maintenance calculation in place (whether or not they are receiving maintenance)” – includes Parents/Persons with Care whose partner claims IS or JSA on their behalf

- With respect to meeting the overall PSA target, TN states that success will require meeting all three targets/sub-targets

### Data

- a. data from *Households Below Average Incomes* statistics, published by DWP as NS
- b. *Labour Force Survey* household data, published by ONS as NS
- c. Data from *Child Support Agency Quarterly Summary Statistics*, published by DWP as NS

### Availability

- a. HBAI data are annual FY, published 12 months after year end
- b. LFS household data are published bi-annually – data is quarterly (so data only for Spring (March-May) and Autumn (September-November) quarters), published two months after end of quarter
- c. Child Support Agency data are quarterly, published five months following end of quarter

### Issues

- Status of the other ‘tiers’ of the Government’s measures of child poverty. A future PSA target is promised for one of the other two measures (material deprivation), once data is available. A target is set in the TN for the other indicator (children in absolute low income households) but this is not formally part of the PSA target.

**DWP target 4; HMT target 5 (a. only)**

**Description**

“over the three years to Spring 2008, and taking account of the economic cycle”:

- a. “demonstrate progress on increasing the employment rate”
- b. “increase the employment rate of disadvantaged groups (lone parents, ethnic minorities, people aged 50 and over, those with the lowest qualifications and those living in the local authority wards with the poorest initial labour market position); and significantly reduce the difference between the employment rates of the disadvantaged groups and the overall rate”

**Specification of target**

- a. TN states “target will be measured using the seasonally adjusted employment rate” – and defines ‘employment rate’ (as proportion of people of working age in employment). TN clarifies that ‘Spring’ means March-May quarter – so baseline is March-May 2005. TN describes how impact of policies and other factors on employment rate will be evaluated, including use of “best assessments of movements in the overall employment rate measures taking account of the economic cycle” [but does not precisely explain how these ‘best assessments’ will be produced]
- b. TN gives precise definitions for five disadvantaged groups, including criteria for inclusion in LA wards with poorest labour market position. TN sets different target dates (and baselines) for each group – for three groups, target date is March-May quarter; for two groups, target date is year (four quarters) to March-May. Sub-targets quantified in TN – for lone parents, 2% or more increase in employment rate, and 2% or more reduction in gap with overall rate; for remaining four groups, corresponding increases/reductions of 1% [‘employment rate’ defined as for a., but measured from seasonally unadjusted data]
- TN specifies that meeting target requires meeting both sub-targets for all five groups
- TN states meeting overall PSA target (for DWP) requires meeting both a. and b. [TN refers to target assessment as “taking account of the economic cycle”, but does not specify precisely how this will be done]

## Data

- a. Data for employment rate from *Labour Force Survey* (LFS), published by ONS as NS; ‘assessments of the economic cycle’ produced and published by HMT
- b. Data for employment rates by group and for overall employment rate from LFS, published by ONS as NS; employment rates for lone parents group from LFS household data (ONS – NS)

## Availability

- a. LFS data for employment rate is quarterly, seasonally adjusted – data for March-May quarter published in July. HMT assessments of the economic cycle twice yearly in Budget (March) and Pre-Budget Report (November), and on other occasions
- b. LFS data for employment rates by groups is quarterly, not seasonally adjusted – data for March-May quarter published in July; LFS household data is published bi-annually and is for previous quarter – data for March-May quarter published in July

## Issues

- How the economic cycle will be taken into account in assessing the trend in the employment rate over the target period. The TN has a reference to “best assessments of ... the overall employment rate ... taking account of the economic cycle”, but does not set out precisely how these assessments will be made, or how they will be used to evaluate performance against the targets and sub-targets. The process of assessing the cyclically-adjusted change in the employment rate over the target period as described by the two departments, appears to include an element of judgement; one department has described the approach as a pragmatic one

### DWP target 5

#### Description

“by 2008, improve health and safety outcomes ... through progressive improvement in the control of risks in the workplace”

#### Specification of target

TN specifies six sub-targets.

Three sub-targets for ‘health and safety outcomes’:

- Reduce “the incidence rate of work-related fatal and major injuries” by 3%
- Reduce “the incidence rate of work-related ill health” by 6%
- Reduce “the number of working days lost due to injuries and ill health” by 9%

Three sub-targets for ‘major hazard precursor incidents’:

- Reduce “the number of events reported by licence holders ... [that have] the potential to challenge a nuclear safety system” by 7.5%
- Reduce “the number of major and significant hydrocarbon releases in the offshore sector” by 45%
- Reduce “the number of relevant RIDDOR reportable dangerous occurrences in the onshore sector” by 15%
- TN sets target date for all sub-targets of 2007-08, and baselines of 2004-05 for the health and safety outcome targets and of 2001-02 for the major hazard incident targets
- TN states that PSA target will be fully met only if all six sub-targets are met

#### Data

- Data on injuries from RIDDOR (compulsory) reporting to HSE, published as NS; also data on ‘reportable injury’ from LFS (NS)
- Data on ill health from Self-reported Work-related Illness (SWI) survey (LFS-linked), published by HSE as NS
- Data on working days lost from LFS/SWI, published by HSE as NS

- [New HSE survey, 'Workplace Health and Safety Survey' (WHASS), will provide data for all three health and safety sub-targets for 2004-05 onwards]
- Data on 'major hazard precursor incidents' from reporting to HSE, including RIDDOR – not published (non-NS)

### Availability

- HSE data on fatal injuries is quarterly, all other health and safety data are annual FY; full data published in November, with progress assessment. Some data available earlier – fatal injuries three months from quarter end, ill health five months from year end
- [WHASS will be bi-annual – data to be published eight months from (half) year end]
- Major hazard precursor incidents – in PSA reporting, and in HSC Annual Report. HSC report is published in July for previous FY – has outturn information for most major hazard precursors, but for last two years details of rail incidents have been omitted

### Issues

- More than one data source for some sub-targets, eg HSE RIDDOR and LFS, and thus data conflicts are possible. Future use of WHASS data will introduce a further potential source of data conflict. These conflicts will need to be resolved for target assessment. HSE have indicated how this would be done through a "semi-quantitative approach, looking at the evidence on trends from each data source separately", but this will introduce a qualitative elements into the overall judgement on progress relative to the targets

### DWP target 6

#### Description

“by 2008, be paying Pension Credit to at least 3.2 million pensioner households, while ...ensuring that at least 2.2 million of these are in receipt of the Guarantee Credit”

#### Specification of target

- Definition in TN of ‘pensioner households’; TN also explains Pension Credit and Guarantee Credit
- TN clarifies target date as March 2008
- TN states that PSA target will only be fully met if both elements are met individually

#### Data

- Data from *Pensions Credit Quarterly Statistical Enquiry*, published by DWP as NS
- [NB Pensions Credit statistics are one of series for which DWP will switch source from a 5% sample to 100% administrative records from Autumn 2005 onwards]

#### Availability

- PC QSE is quarterly (counts for February, May, August, November), published four months after quarter end

#### Issues

- No specific issues

## PSA Target No. 82

### DWP target 7

#### Description

- a. "by 2008, 15.4 million individuals are regularly issued a pensions forecast"
- b. "[by 2008] 60,000 pension traces are undertaken a year"

#### Specification of target

- a. TN explains four different types of pension forecasts that are available, and how they are provided. TN clarifies that "an individual receiving one or more of any type of forecast will count as one individual for the target". Measurement period for target specified in TN as "the three year period from the beginning of April 2005 to end March 2008"
- b. TN specifies target as "60,000 successful traces ... undertaken in 2007-08". Definition in TN of a 'successful trace'. TN states PSA target will be met only if both parts of target met individually

#### Data

- a. DWP management information
- b. DWP management information (from Pensions Tracing IT system)

#### Availability

- a. PSA reporting (TN states "pensions forecasts statistics will be published in the annual departmental report")
- b. PSA reporting (TN states "pensions tracing statistics will be published in the annual departmental report")

#### Issues

- Measurement is entirely from departmental management information that is otherwise unpublished

**DWP target 8****Description**

“Over the three years to March 2008”

- a. “remove barriers to [the] participation [of disabled people] in society ... through increasing awareness of the rights of disabled people”
- b. “increase the employment rate of disabled people, taking account of the economic cycle, and significantly reduce the difference between their employment rate and the overall rate, taking account of the economic cycle”

**Specification of target**

- a. TN specifies target as an improvement in “the percentage of adults who are aware that the civil rights of disabled people are protected”. Target to be measured by survey responses – “the percentage of all adults (disabled and non-disabled) who report awareness of the 1995 Disability Discrimination Act by name or of legislation that protects the civil rights of disabled people”. Definition in TN of ‘disabled people’ for this sub-target (current and past disabilities under the Disability Discrimination Act). TN defines an ‘improvement’ as an increase of 2% or more over the target period. TN sets baseline (October 2004-March 2005) and end date (April 2007-March 2008) for target measurement
- b. TN states target “will be measured using the seasonally unadjusted employment rate of disabled people”, and gives reference to definition (in ONS *Labour Market Trends*); comparison for second part to be with overall seasonally unadjusted rate for Great Britain. TN specifies target as “an increase in the employment rate of disabled people of at least 1% point, and a reduction in the gap [between disabled rate and overall rate] ...of at least 1% point, taking account of the economic cycle”. Definition in TN of ‘disabled people’ for this sub-target (current disability under the Disability Discrimination Act). TN sets baseline (as Spring (March-May quarter) 2005) and clarifies target date (as Spring 2008). TN refers to ‘assessments of the economic cycle’ published by HMT [but does not specify how these will be used when “taking account of the economic cycle” in measurement of this target].
- TN states meeting overall PSA target requires meeting both a. and b.

## Data

- a. Survey data from ONS *Omnibus Survey*
- b. Data for employment rate for disabled and for overall employment rate from *Labour Force Survey (LFS)*, published by ONS as NS

## Availability

- a. Omnibus Survey carried out eight times a year (12 times a year from April 2005); results available four weeks after end of each survey (not published). Data in PSA reporting (TN – “latest data ... will be published in the DWP *Departmental Report*”)
- b. LFS data for employment rate for disabled is quarterly, not seasonally adjusted – data for March-May quarter published in July; data for overall employment rate available on same basis

## Issues

- How the economic cycle will be taken into account in the evaluation of performance against part b. of this target. The TN has a reference to HMT ‘assessments of the economic cycle’, but does not indicate how these will be used in the evaluation of performance against the disabled employment rate target

## **DWP target 9**

### **Description**

- a. “reduce the average time taken to process a Housing Benefit claim to no more than 48 days nationally and across the bottom 15% of Local Authorities to no more than 55 days, by March 2008”
- b. “increase the number of cases in the deregulated private rented sector in receipt of Local Housing Allowance to 740,000 by 2008”
- c. “increase the number of cases in receipt of the Local Housing Allowance where the rent is paid directly to the claimant to 470,000 by 2008”

### **Specification of target**

- a. TN defines, and provides detailed reference to, measurement of time taken to process a claim (gap between receipt of claim by LA and decision on it). TN specifies that target will be measured by final annual un-audited data for 2007-08. TN sets out how bottom 15% of LAs defined (as bottom 15% in each quarter, rather than a fixed group of LAs)
- b and c.  
[NB LHA is a new benefit, currently being piloted in a selection of LAs and due to be rolled out to all Great Britain by March 2008.] TN specifies that ‘by 2008’ means ‘by April 2008’
- TN states that meeting PSA target overall requires meeting each target individually

### **Data**

- a. Statistics on time taken to process HB claims, by LA, published by DWP in *Housing Benefit Quarterly Performance Statistics*, as NS – data source is HB/CTB management information
- b and c.  
TN states that once roll-out of LHA is complete, progress against three targets will be measured quarterly using HB administrative data from one of two sources:
  - data on LHA count from HB/CTB management information (will be published in *Housing Benefit and Council Tax Benefit Quarterly Summary Statistics*)
  - a new data stream, ‘HB matching service date’ – derived from claimant level 100% data sets. [Department has recently stated that they intend to use “an amended version of the HBMS data scans”, and are preparing on this basis]

### Availability

- a. Quarterly data with FY totals, published three months after end quarter
- b. HB & CTB QSS is published quarterly, four months after quarter end – data relate to counts for individual months (February, May, August, November). 'HB matching service data' – amended version for monitoring this target expected to be published quarterly

### Issues

- LHA is a new benefit, as yet only trialled in a few LAs, so regular statistics on LHA not yet established. Some questions about how performance against the LHA targets will be measured – TN suggests using 'HB matching service data' preferable (confirmed by recent statements from department), but this would be a new and relatively untested data source

### DWP target 10

#### Description

“reduce overpayments from fraud and error in Income Support and Jobseekers’ Allowance and in Housing Benefit”

#### Specification of target

TN specifies two sub-targets:

- Reduce overpayments from fraud and error in IS and JSA by 15%, by 2010, measured against a baseline of 2005-06
- Reduce overpayments from fraud and error in HB by 25% by 2008, measured against a baseline of 2002-03
- TN clarifies that sub-target dates are FYs 2009-10 and 2007-08 respectively
- TN states that HB target relates to working age claimants only
- Definitions in TN of ‘fraud’, ‘customer error’, ‘official error’
- TN states that for PSA target to be fully met, both sub-targets need to be met

#### Data

- Data on overpayments from fraud and error in (i) IS and JSA, (ii) HB (working age claimants only) published by DWP as NS in two publications:
  - (i) *Fraud and Errors in Income Support and Jobseekers’ Allowance*
  - (ii) *Fraud and Errors in Housing Benefit*

#### Availability

- All data is annual FY and updated for publication twice yearly; *Fraud and Errors in Income Support and Jobseekers’ Allowance* is published around nine months after year end; *Fraud and Errors in Housing Benefit* is published 11-12 months following year end

#### Issues

- Baseline for IS and JSA set for a future year, for which value unknown at time target was set. [Revised methodology for measuring fraud in IS and JSA means estimates on new basis not available before 2005-06]

## PSA Target No. 86

### NIO target 1

#### Description

- a. “increase confidence in the police throughout all parts of the community in Northern Ireland by 3% by April 2008, to be measured by a composite suite of measures on public views on the fairness and effectiveness of the police and policing arrangements”
- b. “increase the Catholic representation in the police service to 30% by 2010 as proposed by Patten with an interim target of 18.5% by March 2006”

#### Specification of target

- a. TN describes composite indicator of confidence in the police – weighted average of seven indicators, each measuring a different aspect of confidence in the police or policing arrangements. TN sets baseline for target of 2003-04, when composite indicator recorded at 71% – so target is an increase to 74% or higher. TN not clear on target date – Department says “it is planned to use the results from NICS 2007 [measured over CY 2007, and available around April 2008] to report on final performance against the target”
- b. TN specifies coverage of target as ‘regular police officers with the Police Service of Northern Ireland’

#### Data

- a. Data source for seven indicators is Northern Ireland Crime Survey (NICS), conducted by NISRA – individual outputs from NICS are published by NIO as NS in two statistical bulletins on *Perceptions of Crime and Crime Victimisation* but composite indicator used for target is not NS. For indicator baseline, data source for two out of seven indicators is NI Omnibus Survey (as relevant questions not asked in 2003-04 NICS)
- b. Community background statistics for the Police Service of Northern Ireland (not NS), published by the Northern Ireland Policing Board in their *Annual Report*

#### Availability

- a. NICS has moved to a continuous basis from 2005, but prior to this was biennial. Bulletins with NICS results have been published in the year following (for 2003-04 NICS, bulletins published in December 2004 and March 2005), but final decisions about reporting periods and frequencies for the continuous survey have not yet been taken. Composite indicator to be produced when new data available and, to be reported in PSA reporting (Departmental Report and Autumn Performance Report)

- b. Annual FY data; NIPB annual report published six months after end of FY

### **Issues**

- Target to be measured (for two out of seven indicators) by comparing NI Omnibus Survey data (for baseline) with NICS data (for future years). Reasons for this are clear – NICS data not available for these indicators for the baseline year. But it introduces a potential discontinuity into the composite indicator time series

## PSA Target No. 87

### NIO target 2

#### Description

“increase confidence in the criminal justice system throughout all parts of the community in Northern Ireland by 3% by April 2008 to be measured by a composite suite of measures on public views on the fairness and effectiveness of the criminal justice system”

#### Specification of target

- TN describes composite indicator of confidence in the criminal justice system – unweighted index of six indicators, each measuring a different aspect of confidence in the criminal justice system
- TN sets baseline for target of 2003-04, when composite indicator recorded at 38% – so target is an increase to 41% or higher”. TN not clear on target date – Department says “it is planned to use the results from NICS 2007 [measured over CY 2007, and available around April 2008] to report on final performance against target”

#### Data

Data source for six indicators is Northern Ireland Crime Survey (NICS), conducted by NISRA – individual outputs from NICS are published by NIO as NS in two statistical bulletins on *Perceptions of Crime* and *Crime Victimisation*, but the composite indicator used for the target is not NS

#### Availability

- NICS has moved to a continuous basis from 2005, but prior to this was biennial
- Bulletins with NICS results have been published in year following (for 2003-04 NICS, bulletins published in December 2004 and March 2005), but final decisions about reporting periods and frequencies for the continuous survey have not yet been taken
- Composite indicator to be produced when new data available and to be reported in PSA reporting (Departmental Report and Autumn Performance Report)

#### Issues

- No specific issues

### **NIO target 3**

#### **Description**

- a. “reduce domestic burglary by 2% by April 2005 and by 15% by April 2007”
- b. “reduce theft of and from vehicles by 6% by April 2005 and by 10% by April 2007”
- c. “by April 2008, reduce the rate of reconviction by 5% compared to the predicted rate”

#### **Specification of target**

- a and b.

TN specifies baseline (2001-02) for targets, and that 2006-07 data will be used for the target date values
- c. Definition in TN of ‘reconviction rate’, as percentage of offenders reconvicted of any offence within two years of release from custody or ‘non-custodial disposal’. TN explains that ‘predicted rate’ for target comparison is to be produced from a predictor model (details of ‘predictor model’ published – without predictions – May 2005 in an NIO statistical bulletin). TN not clear as to which year’s data will be used to measure performance against the reconviction rate target – Department has said that it will use “data for those persons released from custody or given a non-custodial sentence in 2005 to calculate the predicted reconviction rate”, and also trace the same persons for a 2 year period “so as to calculate their observed reconviction rate”

#### **Data**

- a and b.

Recorded crime statistics for NI, published in the *Police Service of Northern Ireland (PSNI) Statistical Report* as NS
- c. Reconviction statistics published by NIO (separate bulletins for adult and juvenile reconvictions) – not NS. Original source is data supplied by PSNI from integrated Crime Information System (ICIS). ‘Predicted rate’ for comparison in target is from predictor model

#### **Availability**

- a and b.

Annual FY data, published six months after year end

- c. Reconviction statistics published three years or more after the end of the year to which they relate (2001 data published in February 2005) – TN states “reconviction rates for the 2005 cohort should be available by 2008”

### Issues

- No specific issues

### NIO target 4

#### Description

“ensure that the annual cost per prisoner place in Northern Ireland falls to £82,500 by 2007-08, with interim targets of £86,290 for 2005-06 and £85,250 for 2006-07”

#### Specification of target

- TN describes calculation of ‘cost per prisoner place’, as operating costs divided by average total number available of prison places, defined as Certified Normal Accommodation (CNA) – methodology used to calculate CNA will be the same as used in Great Britain

#### Data

- Northern Ireland Prison Service (NIPS) management and accounting information (CPP targets set in NIPS Corporate and Business Plan; performance against targets reported in NIPS Annual Report)

#### Availability

- FY figures, reported in PSA reporting and in NIPS Annual Report

#### Issues

- No specific issues

## PSA Target No. 90

### HMT target 1

#### Description

“demonstrate by 2008 progress on the Government’s long-term objective of raising the trend rate of growth over the economic cycle, by at least meeting the Budget 2004 projection”

#### Specification of target

- Definition in TN of ‘trend rate of growth’ as “the rate of growth at which the economy can grow without putting upward or downward pressure on inflation”
- TN explains approach used to measure trend growth as “the average annual percentage increase in real non-oil output over a complete economic cycle”
- TN specifies baseline for target as “the Budget 2004 projected trend growth path” (2½% growth up to the end of 2006-07, and then 2½% up to 2008), and that target will be met if trend growth matches or exceeds this path

#### Data

- ‘Real non-oil output’ measured by chained volume measure of non-North Sea GVA at basic prices – published by ONS as NS
- Trend growth estimates produced and published by HMT, on basis of ONS data and HMT dating and analysis of economic cycle – not NS

#### Availability

- ONS GDP data are quarterly, seasonally adjusted – first estimate within one month of end of quarter
- HMT trend growth estimates updated twice yearly in March and November (Budget and pre-Budget reports) and in other occasional papers

## Issues

A number of problems arise from the use of a trend measure, based on an analysis of the economic cycle, as basis for a target:

- Trend growth is not directly observable, but depends on analysis. This complicates assessment of data quality for the target
- Analysis and dating of the economic cycle is performed 'in-house' by the department that owns the target (HMT)
- Initial estimates of trend growth are subject to revisions for both data and analytical reasons (new GDP data and revisions to existing data, reassessment of key economic cycle dates as a result of new and revised data and other information). So, whilst a provisional assessment of performance against target should be able to be produced quite quickly following the end of the target period, it may be several years before a final assessment can be made without the risk of further revision

## PSA Target No. 91

### HMT target 2

#### Description

“inflation to be kept at the target as specified in the remit sent by the Chancellor of the Exchequer to the Governor of the Bank of England (provisionally 2% for the 12-month increase in the Consumer Price Index)”

#### Specification of target

- TN states that “if inflation deviates by more than one percentage point in either direction from target”, the Governor will be required to write an explanatory open letter to the Chancellor. However TN also states that “the thresholds for the open letter do not define a target range”
- TN says that “target applies at all times” – so target in effect needs to be met for each month from April 2005 to March 2008

#### Data

- *Consumer Price Index (CPI)*, published by ONS as NS

#### Availability

- CPI data is monthly, published during following month

#### Issues

- There is some ambiguity as what will be the criteria for success against this PSA target. The most obvious interpretation is that the target will be met if the Governor does not have to write a letter to the Chancellor over the target period. In other words, RPI inflation should remain continuously within a range of 1-3% through the period. However TN specifically denies that the thresholds define a target range
- Chancellor retains power to reset target more or less at will, if not working out, (we accept that this power is largely theoretical – changing the inflation target apparently at will is likely to undermine the credibility of the Bank’s operational independence)

**HMT target 3****Description**

- a. “over the economic cycle, maintain public sector net debt below 40% of GDP”
- b. “[over the economic cycle, maintain] . . . the current balance in balance or surplus”

**Specification of target**

- a. definition in TN for ‘public sector net debt’. TN specifies that, to meet the target [“with confidence”], public sector net debt must be below 40% of GDP “at the end of every fiscal year of the current economic cycle”
  - b. definition in TN for ‘public sector current balance’. TN specifies that target is “expressed as the annual average current budget as a per cent of GDP from the fiscal year in which the economic cycle begins up to and including the fiscal year in which the economic cycle finishes”
- Dates for economic cycle from (published) HMT analysis

**Data**

- a. Public sector net debt, £bn and as percentage of GDP, published by ONS in *Public Sector Finances* First Release as NS
  - b. Public sector current budget, £bn, published by ONS in *Public Sector Finances* First Release as NS
- GDP at market prices, £bn, published by ONS as NS
  - Estimates of public sector current balance as percentage of GDP published by HMT in Budget and Pre-Budget reports, using ONS data
  - HMT analysis of economic cycle in Budget and Pre-Budget reports, plus occasional papers

### Availability

- a. Net debt data are monthly – provisional estimates in following month
  - b. Current balance data are monthly – provisional estimates in following month
- GDP data are quarterly – first estimate within two months of end quarter
  - Estimates reported by HMT in Budget and Pre-Budget reports are annual, financial year
  - Latest position on target measure (average current balance as percentage GDP over the economic cycle) reported in Budget and Pre-Budget Reports

### Issues

- The complex measurement of what is basically a simple concept – maintaining the current balance in balance or surplus. The target is (a) measured as an average of annual balances as a percent of GDP (rather than as the simple cumulative surplus or deficit); (b) measured over the economic cycle (rather than over a fixed period of time)
- Ambiguity about the period over which performance against targets will be assessed, arising from uncertainty about dating of the economic cycle – and as a consequence about the future date at which performance against this target will be able to be assessed
- Dates of economic cycle – crucial for measurement against current balance target – are HMT's assessment, based on HMT analysis

**HMT target 8; (b.) and (c.) also comprise part of PSA target 59 (DFID target 3)**

**Description**

“promote increased global prosperity and social justice.. :”

- a. “increase the number of countries successfully participating in the global economy on the basis of a system of internationally agreed and monitored codes and standards”
- b. “90% of all eligible Heavily Indebted Poor Countries committed to poverty reduction that have reached Decision Point by end 2005 receive irrevocable debt relief by 2008”
- c. “international partners work effectively with poor countries to make progress towards the United Nations 2015 Millennium Development Goals”
- d. “work with our European partners to achieve structural reform in Europe, demonstrating progress towards the Lisbon goals by 2008”

**Specification of target**

- a. TN states that HMT “works through the IFIs and other fora to promote a framework of internationally agreed standards and codes” – and that the IMF and the World Bank “assess member countries compliance [with international standards and codes] through Reports on the Observance of Codes and Standards (ROSCs), and as part of their joint Financial Sector Assessment Programmes (FSAPs)”. TN notes that “an increasing number of member countries [of IFIs] have undergone ROSC modules”. TN does not specify a more precise quantified target than the original target wording (“increase the number of countries participating”). No baseline or target date specified
- b. TN gives definition of ‘eligible Heavily Indebted Poor Countries’; and explains the 1999 ‘enhanced HIPC Initiative’, including definitions of ‘Decision Point’, ‘committed to poverty reduction’ and ‘receive irrevocable debt relief’ (as meaning that IMF and World Bank boards have agreed that a country has reached Completion Point of the process, and is thus eligible to receive ‘irrevocable debt relief’)
- c. TN lists four indicators to be used to assess progress against this target:
  - 1. Effective and sustainable poverty reduction strategies, as measured by number of countries presenting acceptable PRS progress reports to Boards of World Bank and IMF (target – 75% of all countries implementing PRSs to present satisfactory reports for the Boards)

2. Continued progress in closing the global financing gap (target – a sustained increase over time in total net ODA from DAC member countries and multilateral agencies to aid recipients)
3. Improved effectiveness of EC development assistance, with progress on at least two out of three indicators:
  - “a clear policy framework that puts poverty reduction as its central aim”, and promotes coherence among EU policies
  - “agreement in Council, Commission and European Parliament to implement these objectives” (including increasing the share of EC ODA going to LICs)
  - “continued reforms and adoption of best development practices during the 2005-2009 Commission”
4. “improved institutional effectiveness of four International Financial Institutions (IFIs)” – TN lists four IFIs to be monitored (EBRD, World Bank, Asian Development Bank, African Development Bank)

TN states measurement to be “against three criteria identified through DfID’s multilateral effectiveness assessment and institutional strategies” – target is for three out of four IFIs to achieve progress against all three criteria

- d. TN explains background to Lisbon structural indicators, and specifies that progress against this target will be measured by three specific Lisbon indicators:
  - Total employment rate
  - Output per worker
  - Output per hour worked

TN gives full methodological details of definitions and measurement of Lisbon employment and productivity indicators. TN states that performance against targets will be assessed using both EU 25 and EU15 data for Lisbon indicator targets. [Target is to demonstrate progress by 2008, but no further clarification in TN as to the scale of improvements required for success against the target]

## Data

- a. Numbers of ROSCs and numbers of countries participating can be measured from information on ROSCs published IMF website
- b. Information on progress of eligible HIPC under the enhanced HIPC initiative published in World Bank/IMF progress reports, and on World Bank and IMF websites

- c1. Information on PRSs published in World Bank/IMF progress reports and on World Bank and IMF websites
- c2. Data on total net ODA published by OECD
- c3. Departmental assessment (qualitative)
- c4. Qualitative assessment by DfID
- d. Data on all structural indicators for all EU member states collated and published by Eurostat – includes EU25 and EU15 averages, as well as individual countries

### Availability

- a. IMI information on ROSCs updated on a continuous basis
- b. Progress reports every six months – website updated daily
- c1. Progress reports annual (in September)
- c2. Annual data – provisional data in April, relating to previous (calendar) year
- c3 and 4. Outputs reported in PSA reporting (annual performance report, reports on HMT website)
- d. Eurostat release structural indicators data with a lag, reflecting process of collecting data from 15/25 countries – lags appear to be longer for productivity data than for employment rate data

### Issues

- Target and measurement for the global economy participation target are imprecise – target wording indicates desired direction of change but magnitude of change not specified. No baseline or target date specified
- Many of indicators for c. are qualitative
- TN does not indicate what targets are (or will be) under the Lisbon goals for the two productivity indicators
- TN does not specify what will constitute satisfactory ‘progress towards the Lisbon goals by 2008’ for this PSA target

## PSA Target No. 94

### HMT target 9; CO target 1 (a. only)

#### Description

- a. “work with departments to help them meet their PSA targets ... [keeping within the fiscal rules]”
- b. “[and their] efficiency targets amounting to £20 billion a year by 2007-08, keeping within the fiscal rules”

#### Specification of target

- a. TN specifies that the “target is measured by the percentage of PSA targets from the 2004 PSA set assessed as met or partly met by departments” – and that success requires that 100% of all other targets are assessed as met or partly met. TN provides broad definitions of ‘met’ (target is achieved by target date) and ‘partly met’ (some but not all of elements of target have been achieved by target date) – but notes that specific interpretation of these terms may vary by PSA
- b. TN specifies that success will be measured by whether or not £20 billion of efficiency gains are delivered by 2007-08; measurement of efficiency gains to follow methodologies set out for each department in the *Efficiency Technical Notes (Tens)* published in Autumn 2004

#### Data

- a. Departments’ assessments of performance against individual targets, to be reported in PSA reporting, once all data to make assessment are available; departments also required to report assessments to HMT and to Cabinet Office (PMDU)
- b. Departmental data on efficiency gains, following agreed methodologies, in departmental reports

#### Availability

- a. Final assessments once data is available – for most targets within 12 months of year end, but longer for some; target to be assessed once 90% of targets have been reported on
- b. TN states target will be assessed in the latter part of 2008

## Issues

- Should a target of 100% success be evaluated on the basis of a 90% sample? Department argues this is necessary because some targets have time horizons past 2008, and there are long data lags for others. But 25% of targets fall into one or other of these categories – evaluating on the basis of 90% will delay assessment until at least 2011
- Definition of ‘success’ (for the purpose of target management) as including ‘partly met’ targets introduces ambiguity into the assessment. ‘Partly met’ can – and does – mean a lot of different things; TN gives a broad definition but acknowledges that interpretation may vary between PSAs

## PSA Target No. 95

### HMT target 10

#### Description

“deliver a further £3 billion saving by 2007-08 in central government civil procurement”

#### Specification of target

- TN specifies target to be measured by ‘value for money gains’ in central civil government procurement, including Agencies and NDPBs; target is for aggregate ‘value for money gains’ over three year period 2005-06 to 2007-08
- TN provides reference to detailed guidance (on OGC website) on methodologies for quantifying ‘value for money gains’ from central government civil procurement activity

#### Data

- ‘Value for money gains’ to be measured by OGC, OGC buying solutions and individual departments; annual information collected by OGC

#### Availability

- Annual data on aggregate ‘value for money gains’ in PSA reporting (Autumn Performance Report)

#### Issues

- Rules for measurement of ‘value for money gains’ set out in guidance are complex – might be doubts about data quality from measurement error (though department have said that NAO have approved measurement process and assessed its application in departments)

## **HMRC target 1**

### **Description**

“by 2007-08, reduce the scale of VAT losses to no more than 11% of the theoretical VAT liability”

### **Specification of target**

- Definitions in TN of ‘VAT theoretical tax liability’ (VTTL) and of ‘VAT losses’ (as VTTL less net VAT receipts)
- TN also provides references for details of methodology for calculating VTTL and VAT losses

### **Data**

- Estimates of VTTL and VAT losses in HMRC publication *Measuring and Tackling Indirect Tax Losses*, released alongside HMT Pre-Budget Report
- Data for VAT receipts in ONS First Release on *Public Sector Finances* (NS)

### **Availability**

- Estimates of VTTL and VAT losses are annual (VAT losses series is FY), and in 2003 and 2004 were published in December for previous FY (presumably this means that estimates will now be released annually with PBR in November/December?)
- Data for VAT receipts is monthly, published in the following month

### **Issues**

- Estimates of VTTL and VAT losses have so far been released alongside the PBR, in occasional reports – we assume that this practice of annual updates will continue

## PSA Target No. 97

### HMRC target 2

#### Description

- a. “by 2007-08 reduce the illicit market share for cigarettes to no more than 13%”
- b. “[by 2007-08] reduce the illicit market share for spirits by at least half”
- c. “[by 2007-08] hold the illicit market share for oils in England, Scotland and Wales to no more than 2%”

#### Specification of target

- a. Definition in TN of ‘illicit market share’ as “percentage of total cigarettes consumption that is made up of smuggled cigarettes”. TN provides reference for details of methodology for calculating ‘total cigarettes consumption’ (from General Household Survey and Omnibus survey data) and ‘legitimate consumption’ (from HMRC cigarette clearances data) [‘smuggled’ consumption = total less ‘legitimate’]
- b. Definition in TN of ‘illicit market share’ as “the difference between estimates of total spirits consumption and legitimate consumption”. TN provides reference for details of methodology for calculating ‘total spirits consumption’ (from Expenditure and Food Survey data) and ‘legitimate consumption’ (from HMRC data). No baselines given in TN (presumably 2002-03? – latest year for which outturn estimate is available at beginning of 2005)
- c. No TN for this sub-target – to “follow shortly”

#### Data

- a and b. Estimates of illicit market share in HMRC publication *Measuring and Tackling Indirect Tax Losses*, released alongside HMT Pre-Budget Report. [NAO have observed that there is “a substantial degree” of uncertainty about the estimates of illicit market share for spirits]
- c. [Not specified in TN – estimates of illicit market share for diesel in HMCE *Measuring and Tackling Indirect Tax Losses*]

## Availability

Estimates of illicit market share are normally annual FY (tobacco and spirits); [estimates for diesel published in December 2004 were annual CY]

- a. Provisional estimates for 2003-04, based on Omnibus survey data only, published in December 2004. TN states FY figures will be published with PBR each year (in November or December) [provisional for previous FY; final estimates, based on GHS as well as Omnibus survey, will be published a year later]
- b. Estimates for 2002-03 published in December 2004 (EFS data not available until 18 months following year end) [presumably future estimates to be published annually with PBR – TN does not state explicitly]
- c. [Awaiting specification in TN]

## Issues

- No baseline set for sub-target b. – illicit market share for spirits
- Possible data quality issues with sub-target b. regarding accuracy of estimates of illicit market share for spirits
- No TN details for sub-target c. – illicit market share for oils

## PSA Target No. 98

### HMRC target 3

#### Description

“by 2007-08, reduce underpayment of direct tax and National Insurance Contributions by at least £3.5 billion a year”

#### Specification of target

- TN states that target is “reducing the tax gap (extent of underpayment of tax due)” and that target covers “all direct taxes and National Insurance Contributions”
- TN specifies how target to be measured – from estimates of the tax yield from a number of specific measures to improve compliance (the Budget 2003 and 2004 Compliance Packages, plus “additional initiatives identified through the Compliance Strategy”). “Progress ... will be assessed by evaluating the revenue impact of each measure separately and aggregating their effects”. TN gives more details as to what effects will be included (“only ... where the sources of the additional yield can be clearly identified and can be reliably measured ...”)
- TN clarifies that target is £3.5 billion or more of additional yield in 2007-08 from these measures, and sets interim targets of £1.5 billion additional yield by 2005-06 and 2.25 billion by 2006-07

#### Data

HMRC estimates of additional tax yield from the separate measures, drawing on data from departmental management information systems

#### Availability

PSA reporting – TN states “progress towards the target will be reported annually”

#### Issues

The lack of any external input to assessment of performance against this target – measurement of performance is almost exclusively an internal assessment by the department, using data from departmental management information systems. Target is measured by additional tax yields from specific policy measures, which are not directly observable; estimates are thus subject to some uncertainty

## **HMRC target 4**

### **Description**

“by 2007-08, increase the percentage of Self Assessment returns filed on time to at least 93%”

### **Specification of target**

- TN specifies that target applies to “the percentage of individuals, partnerships and trusts who are due to file Self Assessment tax returns by 31 January in the relevant tax year, and do so on time”

### **Data**

- Data from HMRC departmental management information systems (TN notes that data systems are subject to validation by NAO every two years)

### **Availability**

- PSA reporting – TN states “progress ... will be reported annually”

### **Issues**

- No specific issues

## PSA Target No. 100

### CO target 2

#### Description

- a. “by April 2008 ... build the capacity of the Civil Service to deliver the Government’s priorities, by improving leadership, skills and diversity”
- b. “on diversity, meet the specific targets
  - o 37% women in the Senior Civil Service (SCS)
  - o 30% women in top management posts
  - o 4% ethnic minority staff in the SCS
  - o 3.2% disabled staff in the SCS”

#### Specification of target

- a. TN states that success against the target will be measured by: “progress on improving leadership skills and diversity across the Civil Service as a whole” ... “In addition, key departments will show progress through their Performance Partnership Agreements (PPAs). [TN notes that PPAs are being replaced by Departmental Capability Reviews; Department has said that how these reviews will be used in the assessment of performance against this target “will be determined in due course”]

For leadership and skills, TN:

- o states that “perceptions of leadership and skills levels will be measured and captured through staff survey information” and specifically refers to a service-wide Senior Civil Service (SCS) survey on leadership and skills that is to be repeated, and used “to track progress on specific measures, and benchmark results ...”; no specific measures are identified or targets set
- o sets quantitative targets for seven indicators, all relating to the SCS; indicators cover aspects of turnover and refreshment, work flexibilities, and professional qualifications and skills

[Diversity is covered under sub-target b.]

- b. Precise targets in target wording. TN gives definitions of ‘top management posts’ and ‘disabled’, and explains how ‘ethnic minority staff’ are measured

## Data

- a. Data on perceptions from a new Civil Service-wide SCS survey on leadership and skills (first survey in 2004). Data for indicators from CO's SCS database (not NS)
- b. Data from CO's SCS database (not NS)

## Availability

- SCS leadership and skills survey to be held every two years (first in October 2004) – results published by CO
- SCS database has annual data, measured as at April; latest data for indicators in PSA reporting (Autumn Performance Report)
- PSA reporting will also cover “progress that individual departments make ... as shown by progress against those sections of PPAs”

## Issues

- Success measures are a mix of survey information for which no targets set (perceptions of leadership, etc); quantitative targets for specific indicators (SCS turnover flexibility, qualifications, plus the diversity targets in part b.); and essentially qualitative assessments (PPA progress). It has not been stated how all these will be combined in order to arrive at an overall assessment of performance against the target. Department has observed that “there are no plans to develop a weighting system for these measures” – instead “overall assessment will be seen in terms of analysis of progress on each of the strands”
- TN states that success against this target will be measured by “progress on improving leadership, skills and diversity across the civil service as a whole”. Yet all the quantitative targets identified refer to the SCS alone

## PSA Target No. 101

### CO target 3

#### Description

“by April 2008, ensure departments deliver better regulation and tackle unnecessary bureaucracy in both the public and private sectors”

#### Specification of target

TN specifies four targets for measuring progress on better regulation:

- “delivery of the RRAP [Regulatory Reform Action Plan], including 75 Regulatory Reform Orders (RROs) by the end of 2007-08”
- “maintaining RIA [Regulatory Impact Assessment] compliance levels at above 95%”
- “maintaining compliance with the Code of Practice on consultation”
- “maintaining the UK’s international standing on better regulations”

First two targets are quantitative. For third target (compliance with consultation Code of Practice), TN sets quantitative sub-target in respect of length of consultation period. No further sub-target set for fourth target (international standing)

#### Data

- Data on RRAP delivery and compliance for RIAs and consultation Code of Practice from management information and periodic surveys/snapshots; data for international comparisons from assessments by international organisations

#### Availability

- PSA reporting; additional reporting on CO website and in Ministerial statements (RIA compliance)

#### Issues

- Assessment of success against the overall target is partly qualitative – no quantitative target for ‘international standing’ and the target level for compliance with the Code of Practice on consultation is not specified precisely

### AAID target 3

#### Description

“reduce the use of Class A drugs and the frequent use of any illicit drug among all young people under the age of 25, especially by the most vulnerable young people”

#### Specification of target

TN specifies ‘success criteria’ for this PSA target as requiring each of three separate sub-targets to be met:

- Reduction in Class A drug use amongst all young people
- Reduction in frequent use of any illicit drug amongst all young people
- Reduction in Class A drug use and in frequent use of any illicit drug by vulnerable young people

Precise definition in TN of ‘frequent use’ [of any illicit drug]; also less precise definition of ‘vulnerable young people’.

TN specifies baseline (2003-04) and target date (2007-08) for all three sub-targets. TN states ‘young people’ to be measured as 16-24 age group for ‘all young people’ sub-targets, but to include 11-15 age group as well for ‘vulnerable young people’ sub-target

#### Data

- Data for drug use amongst all young people in 16-24 age group from *British Crime Survey*, published by HO as NS
- Data for drug use amongst ‘vulnerable young people’ for 16-24 age group from *Offending, Crime and Justice Survey*, published by HO (not NS)
- Data for drug use amongst ‘vulnerable young people’, for 11-15 age group from *Schools Survey* (‘Smoking, drinking and drug use among young people in England’), published by DH as NS

#### Availability

- All data are annual surveys
- Full BCS data published in July, for previous FY
- OCJS is new survey; first results for 2003 published in January 2005
- *Schools Survey* results published in August, for previous CY

## Issues

- Responsibility for this cross-cutting PSA target is split between DfES and HO. However, this target does not feature in either department's PSA – this is the only target in the two cross-cutting PSAs for which this is the case
- Definition of 'vulnerable young people' in TN is imprecise, and coverage of 'vulnerable' groups looks to differ between the two surveys used as data sources (OCJS identifies five groups of 'vulnerable' young people, but only two of these groups are also identified in the *Schools Survey*)
- OCJS is a new survey – no time series
- Target dates (baseline and outturn) are specified as financial years, but two of three survey data sources relate to calendar years – presumably measurement against target will use nearest equivalent CY data? (eg 2003 for 2003-04)

## Annex D: List of acronyms and abbreviations

### A

AAID:	Action Against Illegal Drugs
ABI:	Annual Business Inquiry
APR:	Autumn Performance Report
ASHE:	Annual Survey of Hours and Earnings
AY:	Academic Year

### B

BBS:	British Bird Survey
BCS:	British Crime Survey
BERD:	Business Expenditure on Research & Development
BNG:	British Nuclear Group
BSE:	Bovine Spongiform Encephalopathy
BTO:	British Trust for Ornithology
BVPI:	Best Value Performance Indicator

### C

CAP:	Common Agricultural Policy
CCP:	Consumer and Competition Policy
CDRP:	Crime Disorder Reduction Partnership
CFSP:	Common Foreign and Security Policy
CG:	Central Government
CIS:	Community Innovation Survey
CJS:	Criminal Justice System
CO:	Cabinet Office
CPA:	Comprehensive Performance Assessment
CPI:	Consumer Price Index
CPS:	Crown Prosecution Service
CRPI:	Competition Regime Performance Index
CTB:	Council Tax Benefit
CY:	Calendar Year

### D

DAC:	Development Assistance Committee
DCA:	Department for Constitutional Affairs
DCMS:	Department for Culture, Media and Sport
DDA:	Disability Discrimination Act
DE:	Discrete event
DEFRA:	Department for Environment, Food and Rural Affairs
DfES:	Department for Education and Skills
DfID:	Department for International Development
DfT:	Department for Transport

DH:	Department of Health
D&M:	Design and Manufacture
DTI:	Department of Trade and Industry
DWP:	Department for Work and Pensions

## E

E(s):	Event(s)
EBRD:	European Bank for Reconstruction and Development
EHCS:	English House Condition Survey
EOC:	Equal Opportunities Commission
ESDP:	European Security and Defence Policy

## F

FCO:	Foreign and Commonwealth Office
FEs:	Force elements
FSAPs:	Financial Sector Assessment Programmes
FSP:	Foundation Stage profile
FY:	Financial Year

## G

GAD:	Government Actuary's Department
GDP:	Gross Domestic Product
GEM:	Global Entrepreneurship Monitor
GERD:	Gross Expenditure on Research and Development
GNI:	Gross National Income
GP:	General Practitioner
GVA:	Gross Value Added

## H

HA:	Housing Associations
HB:	Housing Benefit
HBAI:	Households Below Average Incomes
HE:	Higher Education
HEBI:	Higher Education Business Interaction
HEFCE:	Higher Education Funding Council for England
HEIPR:	Higher Education Initial Participation Rate
HES:	Hospital Episode Statistics
HESA:	Higher Education Statistics Agency
HIPCs:	Highly Indebted Poor Countries
HMT:	HM Treasury
HMRC:	HM Revenue and Customs
HO:	Home Office
HOCS:	Home Office Citizenship Survey
HSCIC:	Health and Social Care Information Centre
HSE:	Health and Safety Executive

## **I**

ICD:	International Classification of Diseases
IFIs:	International Financial Institutions
IMD:	Index of Multiple Deprivation
IMF:	International Monetary Fund
Int:	International
IS:	Income Support
ISDs:	In Service Dates

## **J**

JNCC:	Joint Nature Conservation Committee
JSA:	Jobseekers' Allowance

## **K**

KUR:	Key User Requirement
------	----------------------

## **L**

LA:	Local Authority
LBS:	London Business School
LCBL:	Life Cycle Baseline
LDCs:	Least Developed Countries
LEAs:	Local Education Authorities
LFS:	Labour Force Survey
LG:	Local Government
LHA:	Local Housing Allowance
LICs:	Low Income Countries
LPA:	Local Planning Authority
LTP:	Local Transport Plan

## **M**

MDG:	Millennium Development Goals
MI:	An internal department Management Information source
MOD:	Ministry of Defence
MWMS:	Municipal Waste Management Survey

## **N**

N:	Numerical, quantitative
NAMA:	Non-agricultural market access
NAO:	National Audit Office
NDA:	Nuclear Decommissioning Authority
NDPBs:	Non Departmental Public Bodies
NDTMS:	National Drug Treatment Monitoring System
NGO:	Non-governmental organisation
NHS:	National Health Service
NI:	Northern Ireland

NICs:	National Insurance Contributions
NIO:	Northern Ireland Office
Not spec:	Not specified
NS:	from a National Statistics source
NS-SEC:	National Statistics Socio-Economic Classification
NVQ2+:	GCSE qualification or higher

## O

OCHA:	Office for the Coordination of Humanitarian Affairs
ODA:	Official Development Assistance
ODPM:	Office of the Deputy Prime Minister
OECD:	Organisation for Economic Cooperation and Development
OFT:	Office of Fair Trading
OGC:	Office of Government Commerce
ONS:	Office for National Statistics
OPR:	Office of the Rail Regulator
OST:	Office of Science and Technology
Other:	A non-National Statistics source

## P

PAF:	Performance Assessment Framework
Pcfc:	Pacific
PCT:	Primary Care Trust
PC QSE:	Pension Credit Quarterly Statistical Enquiry
PE:	Physical Education
PI:	Performance Indicators
PMDU:	Prime Minister's Delivery Unit
PPAF:	Police Performance Assessment Framework
PPM:	Public Performance Measure
PPP:	Purchasing Power Parity
PRS:	Poverty Reduction Strategy
PSA:	Public Service Agreement
PSS:	Personal Social Services
PUMIS:	Prison Service Planning Unit Management Information System

## Q

Q:	Qualitative
QSS:	Quarterly Summary of Statistics

## R

R&D:	Research and Development
RIDDOR:	Reporting of Injuries, Diseases & Dangerous Occurrences Regulations
RSPB:	Royal Society of the Protection of Birds
ROSCs:	Reports on the Observance of Codes and Standards
RSS:	Regional Spatial Statistics

## **S**

SBS:	Small Business Service
SCS:	Senior Civil Service
SFR:	Statistical First Release
SIC:	Standard Industry Classification
SPP:	Service Personnel Plan
SRA:	Social Research Association
SSSIs:	Sites of Special Scientific Interests
Svy:	Survey(s)
SWI:	Self-reported Work-related Illness

## **T**

TB(C):	Tuberculosis
TEA:	Total Entrepreneurial Activity
TN:	Technical Note

## **U**

UKAEA:	United Kingdom Atomic Energy Authority
UKTI:	UK Trade and Investment
UNCTAD:	United Nations Conference on Trade and Development
UNDP:	United Nations Development Programme

## **V**

VAT:	Value Added Tax
VFM:	Value For Money
VLA:	Veterinary Laboratories Agency

## **W**

WHASS:	Workplace Health and Safety Survey
WHO:	World Health Organisation
WMD:	Weapons of Mass Destructions
WSSD:	World Summit on Sustainable Development
WTO:	World Trade Organisation
WWF:	World Wildlife Fund

